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AN OVERVIEW ON MISSING CHILDREN

HEARING

BEFORE THE

SUBCOMMITTEE ON
CHILDREN, FAMILY, DRUGS AND ALCOHOLISM

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

NINETY-NINTH CONGRESS

FIRST SESSION

ON

REVIEW OF PROGRESS MADE ON THE PLIGHT OF MISSING CHILDREN, AND THE INVOLVEMENT OF BUSINESSES, CORPORATIONS, AND ORGANIZATIONS IN THE SEARCH FOR MISSING CHILDREN

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AN OVERVIEW ON MISSING CHILDREN

THURSDAY, MAY 23, 1985

U.S. SENATE,
SUBCOMMITTEE ON CHILDREN, FAMILY,
DRUGS AND ALCOHOLISM,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:08 a.m., in room SD-430, Dirksen Senate Office Building, Senator Paula Hawkins (chairman of the subcommittee) presiding.

Present: Senators Hawkins, Nickles, Grassley, Dodd, Metzenbaum, and Thurmond.

OPENING STATEMENT OF SENATOR HAWKINS

Senator HAWKINS. Good morning.

It has been almost 4 years since I first introduced the Missing Children Act in the Senate and 3½ years since we held our first congressional hearing on the plight of missing children. Tremendous progress has been made in the intervening years that has improved our response to the plight of missing children, however, much, much more remains to be done.

On October 6, 1981, I introduced the panel of parents by stating that "These are voices that must be heard—brave, brave parents whose lives have been devastated by an ordeal of despair. These parents are driven in their unbearable search for the truth by the strongest force in our society—love of a parent for a child."

I have learned that there is no need, no passion, no tenacity greater than that of a parent who is searching for his child.

Because of the dedication of these parents and their unwavering efforts to help other parents of missing children avoid the trauma these parents have suffered, we have made tremendous progress in our Nation's response to missing children.

We passed the Missing Children Act in 1982. This act authorizes the Federal Bureau of Investigation to accept information about missing children for entry into the National Crime Information Computer from parents as well as local law enforcement agencies. The act also authorizes parental verification that the information has indeed been entered in the NCIC and establishes a clearinghouse on the unidentified dead. The usage of this system has increased dramatically, from 10,000 entries in 1981 before the act passed, to over 30,000 entries at this date. The utilization of the NCIC system by local law enforcement agencies has proven successful in locating missing children and returning them to the safety of their own homes.

The Rhode Island State Police credit the NCIC system in discovering that a car involved in an accident was registered to a person suspected of kidnapping a child from California. That child would probably not have been located and successfully returned to his parents if the Missing Children Act had not been passed.

We passed the Missing Children's Assistance Act of 1984 which authorizes the National Center for Missing and Exploited Children, with its toll-free number to receive reports and offer referrals and technical assistance regarding all missing children in the United States. This legislation also authorizes up to $10 million in Federal grants for research, demonstration, and service programs to improve our search for missing children. In 1984 we also reauthorized the Juvenile Justice and Deliquency Prevention Act. We have increased the involvement of businesses, corporations, and organizations in distributing pictures and posters of missing children. Today, milk cartons, grocery bags, toll transfers, bowling cards, soft drink packages, and inserts in your monthly utility bills all have pictures of missing children displayed prominently. There is no limit to the imagination of businesses in displaying these pictures of missing children.

The distribution system is working. A 13-year-old runaway from California returned home to her mother after seeing her own picture on a milk carton. Another runaway was moved by seeing her picture on a pizza carton, and she decided to return home. She said for the first time, she realized how much her parents cared when she saw the lengths they were going to in order to locate her. I personally talked to a young parental kidnapping victim who called my office after watching the latest repeat of the TV drama, "Adam". He missed his mother and wanted her to know he was safe, but he also did not want his father to get arrested for kidnapping him.

We have made significant progress in our search for missing children, but so much more needs to be done. Too many children are still missing, too many police departments still treat runaways and parental kidnapping as cases not worthy of their investigation or involvement. Too many parents still have to fight prejudice and misunderstanding before they are assisted in their search for a missing child. Children are still missing. Children are still in danger.

We cannot rest on our successes. We simply cannot afford to become complacent about this issue.

Although Adam Walsh was tragically murdered, John and Reve Walsh have never given up their efforts to protect all children. They have set the standard and the example for all grieving families to get involved and stay involved.

These parents are not fighting just for their own beautiful children. They are working 24 hours a day to protect all children.

I see a lot of old friends at today's hearing: John and Reve Walsh; Jay Howell; Mayor Owens—individuals who have been involved in this fight from the beginning.

We also see a lot of new faces—colleagues and businesses that have been moved by the plight of missing children have joined us in our efforts to protect our Nation's most precious resource—our children and our future.

This Saturday has been designated by the President and by the Congress as Missing Children Day, May 25. It was chosen as Missing Children Day because it was on that day in 1979 that Etan Patz disappeared, a few short blocks from home, while walking to school.

Julie Patz, who was with us 3½ years ago, testified at that first missing children hearing, and she had planned to testify today. But, as you can imagine, the emotions of the day have overtaken the Patz family, and they called this morning and asked that we excuse them from this emotional time on the anniversary of their little son's disappearance.

Camille Bell had accepted also. She was with us 3½ years ago. Since her original appearance before our subcommittee, she has become a constituent of mine in Florida and works with the Girl Scouts. It is her work with the Girl Scouts, that keeps her from being with us today. She stated, however, that her interest, like Julie Patz had not diminished. Their love for the friends they made while making their original pleas before this committee has not diminished.

At this time we will receive for the record statements by Senator Hatch and Senator Dodd.

[The opening statements of Senators Hatch and Dodd, follows:]

STATEMENT

SENATOR ORRIN HATCH

HEARING ON "MISSING CHILDREN"

MADAME CHAIRMAN. I COMMEND MY COLLEAGUE FROM FLORIDA, SENATOR HAWKINS FOR CHAIRING A CHILDREN, FAMILY, DRUGS AND ALCOHOLISM SUBCOMMITTEE HEARING ON THE PROGRESS THAT HAS BEEN MADE IN THE SEARCH FOR MISSING CHILDREN. I WAS ONE OF THE FIRST CO-SPONSORS OF THE MISSING CHILDREN'S ACT, AND SINCE ITS PASSAGE IN 1982 SIGNIFICANT PROGRESS HAS BEEN MADE. HOWEVER, MUCH MORE NEEDS TO BE ACCOMPLISHED IN LIGHT OF THE GROWING NUMBER OF CHILDREN ANNUALLY FOUND TO BE LOST OR MISSING. IN UTAH JUST LAST YEAR, 65 CHILDREN WERE REPORTED MISSING AND 5 WERE FOUND DEAD. CAN ANYONE BEGIN TO IMAGINE THE ANGUISH AND HEARTBREAK OF THEIR FAMILIES AND FRIENDS? THESE FAMILIES WONDER IF THEY WILL EVER SEE THEIR CHILDREN AGAIN.

BEFORE THE MISSING CHILDREN'S ACT WAS ENACTED, THE FEDERAL BUREAU OF INVESTIGATION WAS UNDER NO OBLIGATION TO COLLECT INFORMATION FROM STATE LAW AGENCIES. ONLY 10% OF THE CHILDREN MISSING WERE ENTERED INTO THE NATIONAL MISSING PERSONS FILE. A MISSING AUTOMOBILE COULD BE PLACED IN THE FEDERAL RECORDS IMMEDIATELY, BUT NO SUCH ACTION WOULD BE TAKEN FOR A MISSING CHILD. THE MISSING CHILDREN'S ACT, WHICH I STRONGLY SUPPORTED IN 1982, AUTHORIZED THE FEDERAL BUREAU OF INVESTIGATION TO ACCEPT INFORMATION ABOUT MISSING CHILDREN FROM STATE AND LOCAL LAW ENFORCEMENT AGENCIES FOR ENTRY INTO THE NATIONAL CRIME INFORMATION COMPUTER. IN 1984, A NATIONAL CENTER

For Missing And Exploited Children was established with a toll-free number to receive reports and offer assistance regarding missing children. The National Center has assisted in recovering 870 children whose cases have come to the attention of the center since its inception.

Americans everywhere are joining in the effort to locate and assist missing children. We have increased the involvement of the private sector through the help of over 100 voluntary associates, who not only provide assistance to the National Center for Missing and Exploited Children, but assist other private organizations and companies. Businesses and corporations have contributed in many significant ways to spread the message concerning missing children. This effort includes the dissemination of posters and pictures of missing children in imaginative ways such as on milk cartons, grocery bags, and even in monthly utility bills. The endeavors of these private businesses have been exemplary and they should be commended on all of their efforts to provide financial support and other assistance in support of missing children.

President Reagan has also strongly endorsed this effort. Recently, he proclaimed May 25 as Missing Children's Day. Through this proclamation, President Reagan is increasing our awareness of this national problem, and he has urged that every American family take proper precautions to protect their children.

Today, as a further step to help the missing children of this country, I have co-authored a letter with Senator Specter and

SENATOR HEINZ, IN CONJUNCTION WITH THE NATIONAL CENTER, WHICH URGES THE TELEVISION NETWORKS TO AIR PICTURES OF MISSING CHILDREN AS PART OF THEIR REGULAR PROGRAMMING AND TO ASSIST THE NATIONAL CENTER TO PUBLICIZE ITS HOTLINE AND INFORMATIONAL SERVICES. NATIONWIDE ATTENTION IS ESSENTIAL IF MISSING CHILDREN ARE TO BE LOCATED AND THE USE OF THE MEDIA IS A VITAL STEP IN THIS EFFORT.

EVEN WITH THIS TREMENDOUS SUPPORT AND PROGRESS ON THE FEDERAL LEVEL, THE FOCUS OF OUR ATTENTION SHOULD BE AT THE STATE AND LOCAL LEVEL. STATES MUST QUICKLY ENACT CHILD PROTECTION LEGISLATION AND, IF APPROPRIATE, ESTABLISH CLEARINGHOUSES TO KEEP TRACK OF MISSING CHILDREN, FOUND CHILDREN AND UNIDENTIFIED DEAD BODIES. I URGE STATES TO LOOK AT THEIR LAWS TO ENSURE THAT LAW ENFORCEMENT AGENCIES CAN TAKE THE REPORT OF A MISSING CHILD AND IMMEDIATELY ENTER IT INTO THE NATIONAL CRIME INFORMATION COMPUTER CENTER. PRESENTLY ONLY SIX STATES HAVE ENACTED SUCH LEGISLATION, AND MUCH MORE OBVIOUSLY REMAINS TO BE DONE.

THIS IS A PROLOGUE TO ALL WE MUST DO TO CONTINUE TO RESPOND TO THE PLIGHT OF MISSING CHILDREN. THANKS TO THE ENDEAVORS OF JOHN WALSH, JAY HOWELL, DIRECTOR OF THE NATIONAL CENTER, AND ESPECIALLY TO THE LEADERSHIP OF SENATOR HAWKINS MUCH HAS BEEN ACCOMPLISHED AT THE FEDERAL LEVEL, AND MANY STATE LEGISLATURES ARE BECOMING AWARE OF THE PROBLEMS ASSOCIATED WITH PASSAGE OF CHILD PROTECTION LEGISLATION. ALERTING STATE LEGISLATORS ABOUT THE CONCERNS OF CHILD PROTECTION IS THE NEXT OBSTACLE THAT MUST BE OVERCOME IN OUR FIGHT TO PROTECT OUR CHILDREN FROM BEING EXPLOITED.

OPENING STATEMENT OF SENATOR CHRISTOPHER J. DODD

Senator DODD. Madam Chairman, this morning we will examine the plight of missing children.

Although we lack exact data on numbers, we know that hundreds of thousands of children in this country go missing every year. The majority of such missing children are runaways. It is important to remember that most children who run away are fleeing What they perceive as an intolerable situation at home. Police chiefs from Connecticut to California will tell you that over half of all runaways were sexually abused before making the decision to run. Other missing children are abducted by noncustodial parents. Yet others are abducted by strangers.

All missing children are at serious risk of physical, sexual, and emotional abuse. Far too many missing children become the tragic victims of homicide.

Madam Chairman, over the past several years, Congress has acted on behalf of missing children. I commend you for all your work on this issue. Let me also express my sincerest admiration and appreciation to John and Reve Walsh for all their efforts. They have managed to turn a personal tragedy surrounding the murder of their son Adam into hope for many other children at risk. The Walsh's courage and determination is a lesson for us all.

This morning, we will hear an assessment of where we are and where we should be going. Attorney General Joe Lieberman, whom I am proud to say is from my State of Connecticut, has been doing a wonderful job of putting both procedural safeguards and prevention programs into place. I look forward to hearing his testimony and that of all the other distinguished witnesses here today.

In closing, let me say that much attention in the media has been given to the plight of the child who has been abducted by a stranger. Such abductions are now correctly viewed as criminal matters to be handled by law enforcement personnel to the fullest. If we are to make further progress in protecting our children, we must come to see other missing children as being at risk of criminal assault. By even the most conservative estimates, one out of every three noncustodial parents who abduct their children have already been charged with child abuse. Likewise, a runaway who hits the streets is often no better able to protect herself or himself from physical and sexual assault than a child who has been abducted.

Last year, the New England Child Welfare directors estimated that we had 2,200 runaways and 32 child abductions in our region. I look forward to hearing from our witnesses today how we can help locate those missing children and prevent others from going missing in New England and across the country.

Senator HAWKINS. Today our first panel consists of John and Reve Walsh, the parents of Adam Walsh. We all know—that our efforts to end the national tragedy of missing children is working; the affirmation of undieing efforts annually by this country and by the networks, and especially by these brave parents have really been a motivating force in helping us find children.

John and Reve founded the Adam Walsh Child Resource Centers in the United States. I am happy that two of them are in my State.

At this time, we would like to welcome you again and commend you again for all of the wonderful work that you do, and ask if you have a statement, please.

STATEMENT OF JOHN AND REVE WALSH, FOUNDERS, ADAM WALSH CHILD RESOURCE CENTERS

Mr. **Walsh.** Thank you very much, Senator Hawkins.

We are very pleased and honored to be here again today, and we would like to commend you, particularly, our Senator, and often called the children's Senator by us and by other people, for your wonderful work on behalf of children of this country.

It was a pretty rude awakening in 1981, on my first trip up here, to ask someone, "Where can I go to use an office or a typewriter? Where is the children's building?" I had been past the National Rifle Association Lobby building, I had been past the ASPCA four-story building. Where is the building for children, and where is their lobby? I was surprised to find out there wasn't one.

We have come a long way in those 4 years. You have been instrumental in the passage of the Missing Children's bills, you and your colleagues, the Missing Children's Assistance bill; the creation of the National Center for Missing and Exploited Children; the analysis of violent crime, the National Center for Analysis of Violent Crime at Quantico, VA, you helped in those hearings to track mobile and serial murderers who roam this country coast-to-coast, preying on women and children, and the implementation and changes of FBI policy on children. I think those are all things that can be attributed to your hard work and your colleagues' hard work.

We have certainly accomplished certain things on the Federal level and made a lot of strides since 1981, but unfortunately, those accomplishments have not translated down to the local and State level. The real battle now is on the State levels, and all the things that we have accomplished on the Federal level have not been implemented, or are not being utilized by the individual States.

I know you have some questions to ask us, so we will be glad to answer those questions. Some of our answers involve what the problem is on the local and State level, what our experiences have been over the last 4 years, going State to State, to a different city and a different State almost every day, and what still needs to be done.

So, we acquiesce to your questions.

Senator **Hawkins.** Reve, how would you characterize the change in the public's awareness of the plight of missing children since 1981? I know you have an overview of the entire situation that we may not have from the Senate.

Mrs. **Walsh.** Senator, we have been successful in changing the attitude of the public, and obviously, from your display here today, everyone is involved. We have made the public aware that all the children that are missing are not runaways, that if they are runaways, they are running from intolerable situations, and if they are parentally abducted, they are often subject to lives on the run and loneliness and yearning for the relatives that they have left behind, and of course, the sexual exploitation of the children who are abducted by strangers and by so-called friends.

There is awareness on the Federal level. I think everything is being done at the National Center that we can expect. As John said, the States are slow in reacting. But there is one group, I think, that we have forgotten, that being the children, and the parents that are sitting back, wringing their hands and wondering, "What shall we do?"

Children are afraid because they are out there by themselves, and I think the only answer to that problem is that we have to instill some sort of program in the schools, perhaps, that would teach our children how to be safe on the streets.

Safety with strangers is one example that the Adam Walsh Center has put together. We have five Adam Walsh Centers now—I wish we had one in every State. The importance of keeping the public awareness on a local level, to liaison with the National Center, is in my eyes very important.

The children are scared. They want to know what to do. And everything that is being done on the Federal level is really wonderful, but it is after the fact. We need proactive programs to teach our children how to be safe—on their way to school, during school, and at play.

We also need funds for those Centers. I would love to see some of those funds trickle down to the Adam Walsh Centers, to the Child Finds, to the other organizations that are out there, frantically trying to keep their budgets and stay open for 1 more month.

As I said, it is a struggle to meet the cost of operations every month at our Center. We must keep a high profile to keep our children safe, and this can only be done by funding—partial funding from the Government, possibly in one of the grants that are allocated to children, to trickle down to the local Centers.

Once again, we need your help.

Senator HAWKINS. Reve, I went to a fund-raiser in Orlando, FL, my home town, that was put on by the Adam Walsh Resource Center. I was pleased by the tremendous turnout. But I was also struck by the contrast in a fund-raiser we held 3 weeks earlier for the symphony, which was packed to the doors, and they may still be there dancing and having a good time.

It seems to me that we still have a lot of work to do, Reve and John, in getting our priorities in the right order. We support the symphony, and we the opera, and we support of all the cultural events that have to be supported in our city and in our State by voluntary contibution. However, over the years, I have come to believe that maybe we should have a higher priority. Giving money to a Children's Resource Center may be a little foreign to the citizens that give charitable contributions. Hopefully, we can have a lot of these fund-raisers throughout the country and realign our priorities. If you have "x" amount of money to give away this year in charitable contributions to the Red Cross, and to cancer, and to the heart ball, and all the many galas that we go to for disease research, brain research—I am trying to think of the many things I have been to in the last month that were all supported by voluntary contributions—I think maybe part of our work today and from this day on is to join you in having a higher priority on those benefits that are given throughout the country that can use the voluntary contributions earmarked for children at risk.

I thank you for telling me that you have a benefit scheduled December the 1st in Palm Beach. You have a lot of lead time, and hopefully, it will be the most successful charitable event we have in Palm Beach this year.

If you will excuse me, John and Reve, Senator Nickles has joined us. I will like to announce that Senator Dodd, Senator Grassley, Senator Metzenbaum, and Senator Bradley will be joining us shortly. We all have many conflicts on this last day of the session.

Senator Nickles, we welcome you.

Senator **Nickles**. Thank you, Madam Chairman.

I want to thank you again for your leadership, and also the Walshes. I think you have helped provide this Nation with leadership in this area that, quite frankly, needed to be provided, and through your tragedy, I think you are saving a lot of lives, and I appreciate your willingness to make that sacrifice. I know it is painful, I know it is difficult. But I can tell you for one, we were involved in trying to help find some missing children in Oklahoma, and her picture was shown after the show on Adam, and she was found in Canada, and she is now back with her mother.

So, there are some success stories. A lot of times, we focus on the ones that did not turn out successful, but I think we also need to look at the ones that have been successful. You and I both know that there are many lives that have been saved because of your efforts and, really, the efforts of thousands of organizations.

I see several organizations that are trying different types of publicity measures, I guess, to try and help identify children. I know in my State of Oklahoma, we now have one of the newspapers that is running it on a frequent basis, Tulsa World, one of the larger newspapers in the State of Oklahoma. We have TV stations that do it on a very regular basis, now showing pictures and trying to say these children are missing, and have you seen them.

Madam Chairman, you are talking about a fund-raiser, and I compliment you and the Walshes for having some fund-raisers in Florida. I would tell you that I will certainly lend my support, and maybe we could do one in Washington, DC, and quite frankly, we might be able to do quite well in Washington, DC. We are always raising money in other endeavors. We might put our shoulders to the wheel in a bipartisan measure and, quite frankly, we might be quite successful, and I will certainly be more than willing to work with you in that endeavor.

I am pleased when I see as much progress—you were here a year ago before the committee, is that right?

Mr. **Walsh**. I think annually we come.

Senator **Nickles**. Annually; I appreciate your doing that. And I can tell you, we see some progress. We have seen a lot of progress. I notice on the grocery sacks in Oklahoma and in Washington, DC, we will see pictures. I know in our case, Oklahoma Natural Gas, one of our larger utilities, is now enclosing pictures with their monthly statements. So there has been tremendous progress, but yet there are still a lot of missing children, so we still have a lot of work to do. It may require funding of your Center, it may require a lot of other encouragement, public and private, to try and lend some additional exposure, and we are certainly willing to do that.

Again, I want to congratulate you for not sitting back, and for your aggressive leadership. You have really helped a lot of people, and reunited some families, and for that, I am most grateful, and I hope we will be successful in giving you, I think, some additional exposure, but not only that, possibly helping the cause by financial and other means. We want to do what we can.

So thank you again for your appearance—annual appearance, I guess—before this Committee.

Mr. WALSH. Thank you, Senator.

Senator HAWKINS. John, I am so amazed and dismayed by individuals and organizations who dismiss runaways and parental kidnappings as not worthy of serious attention—you and I have discussed this several times. I talked yesterday with a law enforcement official who has the misconception that children who are with a parent, or who leave their homes voluntarily, are not in any real danger.

Mr. WALSH. Unfortunately, as much as we seem to have accomplished, I feel we are still at square one with certain law enforcement agencies and certain States. Right here in the Nation's Capitol, the District of Columbia, it is the only area in the country—although it is not a State—it is the last area that the crime of noncustodial parental kidnapping is not a felony, right here in the District of Columbia. So a parent of a missing child in this District will not be able to get law enforcement reaction to help him or her with the plight of their missing child.

The attitude still is by law enforcement throughout the country, by judges, district attorneys, that: "The child is with another parent; they were safe."

They fished an 8-year-old girl out of the East River a couple of years ago with a note left behind by a noncustodial daddy who took her, saying, "I am leaving my ex-wife the way I found her—childless."

Some of the children we have retrieved from the Roll Call Adam were taken out of this country. Two little boys were taken to Wales. Not only were they told that their mother was dead; they were told that they were wanted felons in the United States, and criminals, at 7 and 9 years old. Fortunately, a schoolteacher from Wales saw the movie, "Adam," in London, got a cassette of it, went back, and we extradited those children back here.

Those are children at risk. They are taken under the worst circumstances. They are taken in an act of revenge, not in an act of love. The left-behind parent does not know what happened to those children. Many times, those children are told that the parent they were taken from no longer loves them; they are dead. They are dragged around the country; some of them are seriously physically abused.

I hosted a special on Westinghouse, the Group W Channel, about parents' greatest fear, and it was about noncustodial parental abduction. About 50 percent of those cases are women, so let us not get the misconception that only daddies steal their children. But this happened to be the cases of noncustodial fathers who took their daughters in five unrelated cases, between the ages of 8 and

11 years old, and turned their own daughters out as prostitutes, charging as little as $20 to have sex with their own daughters, as they ran around the country, living out of dumpsters, to avoid prosecution. It is a serious offense—it is a felony—and we have not prosecuted in this country.

As relates to runaways, the attitude toward runaways is still abhorrent to me, the police response to this. We have found out that, yes; 90 percent of the missing children voluntarily leave home. Yes; they return within 48 hours, a week, maybe a year—maybe they never return. But they are usually, 85 to 90 percent of them, running from horrible physical or sexual abuse at home.

Now, we have a new phenomenon—the throwaway. An excellent movie documentary called "Streetwise" was done about it—an 11-year-old girl, thrown out on the streets of Seattle by a prostitute junkie mother; a 12-year-old boy, forced out when his father was in prison, by an alcohol-abusing mother. He hung himself after 3 months on the street, refusing to become a child prostitute. The first night on the street for the little girl, her jaw was broken by a pimp.

Imagine being put out on the streets by the only person you ever loved—not voluntarily, not being a runaway, but being a throwaway. Imagine tonight, your wife kicks you out, Senator Nickles, or your husband puts you on the streets of Washington, Senator Hawkins, with no credit cards, no checkbook, no money. You would be scared. Imagine if you are a 12- or 13-year-old girl or boy, and you have been put out on the street.

And as it relates to runaways, the first 17 of the 29 children that were murdered in Atlanta were listed by the police as runaways, even though some of them were as small as 9 years old and gifted students. Why? Because they were black; because they were predominantly welfare, single-parent mothers. Is that any reason to list a child as a runaway? It took those mothers until the 17th murder to convince the Atlanta police that their children were not runaways, and someone was murdering them.

And it happens to cops, too. John Wayne Gacey, a long-time convicted child molester on parole in Chicago from the State of Iowa, who set himself up as a peer of the community and a volunteer, killed 33 boys—and one of those boys was the son of a policeman, Sergeant Robert Gilroy of the Chicago Police. Because his son was 16, because he was a boy, even though he was an all-American high school football player, his car was in the driveway, he was walking home from the McDonald's he worked at; his girlfriend was sitting there, having dinner with Sergeant Robert Gilroy, waiting for his son. Sergeant Gilroy could not convince his peers at the Chicago Police Department that his son was not a runaway. Sergeant Robert Gilroy spent 2 years and every nickel he could borrow, searching for his son, never knowing he was buried four blocks away in Gacey's basement with 32 other boys.

Police must change their attitude toward runaways and missing children—even if they are voluntarily missing, someone wants to know what happened to them. We are still burying hundreds of unidentified dead children in this country because police refuse to enter them into the National Crime Information Computer, and States have not mandated the entry and kept up with that. Only six States have clearinghouses now. I am going to talk about that later, when we talk about some of the State reaction to the problem. But all children must be listed.

We cannot get an accurate handle on the statistics of missing children, what is happening to the children in this country. There is all types of speculation about the numbers, all types of distorted ideas, because police refuse to still put children in there.

I say it is time we gave children the dignity of a missing child report, and put them in the computer—the same dignity that we give cars—and time to change the attitudes about those runaways, because they may have voluntarily left the house, but in many cases, they are going from the frying pan into the fire.

Senator HAWKINS. Reve, I am constantly amazed, and you and I discussed this several times, by the innovative methods in which businesses are now helping us display pictures of missing children. We know the picture is the best tool we have today in locating a child, especially if the child sees the picture of himself or herself. I am also concerned at the number of phone calls I receive daily, about being careful in choosing the right instrument to print the child's picture on.

There are some requests that come before me that I feel are not right, despite good intentions, well-intentioned though they may be, some displays just do not take into consideration the feelings of the parents of the missing children. How do you feel about this?

Mr. WALSH. They are being publicized, and any bit of publication that we can get, of course, is helpful. But I think that the public is starting to feel a little bit of overkill because now, as Jay Howell will speak about later, there are some very commercial ways, not only commercial, but some ways that we are not really fond of, of showing the children's pictures.

We appreciate the exposure, but again, we do not want to create the feeling that there is an hysterical movement going on in this country, and that every commercial manufacturer wants to benefit from publicizing missing children's pictures.

I can only reiterate that I deal more with the pro-active end of it. I let John and Jay handle the aftermath. But if we can only instill in our children the rules of protection and again, mandate schools to help us with this and teach them how to be safe during school hours, after and before, I think that this in itself will be a more realistic approach to the problem.

Senator HAWKINS. Well, I know I personally did not feel it was tasteful to put missing children's pictures on packages of meat that had been cut up and packaged in the grocery store. That turns me off, and I wonder, should we have a council almost on a weekly basis as to what is tasteful and what is not, and work with the Missing Children's Center and you all, in making that decision.

John, in Florida, as you know, a list of missing children is distributed to each school district, and they are required to check the names against the enrollment. In Broward County, which is the home of the Space Center, they have a new computer that can scan the list in 20 minutes of the entire enrollment of school each morning. The first time they tried this computer, they found 14 children enrolled that were listed as "missing". Many of the children were on the list simply because the parent had never bothered to notify the police that the child had been safely returned.

Do other States, to your knowledge, John, disseminate lists of missing children to the schools?

Mr. **Walsh**. Some do; most do not. In almost any State in this country, you cannot register your child in a school unless you have proof of a smallpox vaccination, but it could be a stolen child. Not only a noncustodial parental abduction can you enter your child in a school and hide your child out in another State; stranger abductions, that also happens.

A famous pedophile who stole Steven Stayner in the California case, who kept him for 7 years, had the audacity to enter Steven Stayner, a stranger-abducted child, into the school system within California, and that child functioned in the school system. You cannot get into school without proof of a vaccination, but you can enter a stolen child in almost any school in this country.

Senator **Hawkins**. Could you tell us for the record your experience going State to State with the package that we created for model State legislation? I know it has probably met with some acceptance and some rejection. Would you like to go over that report at this time?

Mr. **Walsh**. I have spent most of the past 2 years in the effort going State to State. Jay Howell and I put together a package of suggested State legislation where the States could enact meaningful legislation—nothing revolutionary, nothing controversial, things that had been passed in some States—in hoping to get States to the same level with the protection and rights for children. I think I have addressed something like 20-some State legislatures and met with over 20 Governors. Unfortunately, we have failed miserably in some States and have had success in others.

For example, the State of Georgia, with 29 murdered children in the city of Atlanta, you would think would become a leading State, following the model of Florida and South Carolina on their northern and southern borders, establishing statewide clearinghouses for missing children, passing pro-active legislation. All the legislation we introduced into the Georgia legislature this year, 28 bills, only 2 of them passed at the end of the session.

I will give you examples of what needs to be done. Only 7 States have mandated that they have clearinghouses in those States and that there be immediate entry into the National Crime Information Computer of a missing child report. We are talking about a simple piece of legislation that says all law enforcement in whatever State, the State of Oklahoma, must take the report of a missing child immediately and enter it into the National Crime Information Computer—not search—we know they are overburdened and understaffed, and we are not asking them to make a search for every missing child. We are simply asking them to give children the same dignity as a stolen car and by mandate, put that child into the National Crime Information Computer, so that searching parents will not have to spend the rest of their lives not knowing that child was buried in an unmarked grave.

Case-in-point, Pablo Torres, in New York City, a State that does not mandate it. In a special following "Adam", it showed his poor Puerto Rican father borrowing money to distribute posters of

Pablo. Pablo was 16 years old and retarded. The New York City Police did not put him in the National Crime Information Computer. Pablo wandered the streets, was picked up by New York City Police, and has been kept in a home for the last 2 months until the airing of that special, at a cost of $23,000 to the taxpayers of New York State, and when he was found, he was not entered into the NCIC nor was a search made for him, so he was put in this home for 2 months or was retained in that home for 2 months.

I will give you an example of the reluctance of law enforcement to use the NCIC; that is why it must be mandated. The chief of police of the largest police agency in the United States, the Los Angeles Police Department, Darrell Gates, writing a letter to Senator Robert Presley, a State Senator who has introduced a bill emulating and copying the missing children bills in other States, creating a clearinghouse and mandatory entry. Let me read from Darrell Gates' letter why he opposes Senator Presley's bill.

"Current procedures mandate that a telephonic missing report be completed immediately when a child is missing" a telephone report, over the phone. That is the policy of the Los Angeles Police.

"If missing child has not been located within a reasonable amount of time, usually 24 hours"—coroners have testified here many times that many small children abducted by molesters are murdered within 24 hours; here is a police agency that does not even take the report for 24 hours"—a formal missing report is completed, and the information regarding the missing juvenile is teletyped in there by agencies." What if the child is in Nevada? What if the child is in Oklahoma? What good does "nearby agencies" do when the child has been extrapolated from the State within a 24-hour period?

"An immediate search is begun when a child is under 11 years of age, or appears warranted." God forbid it is your 12-year-old daughter or your 13-year-old son.

"Missing juvenile information is entered into the NCIC only if the minor has not been located within 7 days." My God, who would want to wait 7 days and find out, and take a guess whether Darrell Gates and the Los Angeles Police Department decided to put your missing child in?

The final blow: "Had this Department been required to enter all missing juvenile information into the NCIC system within 12 hours, in 1983, we would have had to have made over 16,000 entries and then removed most of them immediately"—saying in here that it takes too much time, too much effort in 16 years to enter 16,000 entries.

I asked Judge Webster to get from the NCIC how many stolen cars California entered in one month. The State of California entered 16,400 stolen cars in a one-month period. I think it is time we give our children the same dignity that police give a stolen car and take a 20-minute report.

I spoke to law enforcement agencies in Colorado, Jay and I, and one policeman said, "I don't want to put missing kids into the computer. I have a little girl that has run away four times."

I said, "I would like to answer that question."

The policeman said, "No. Let me answer it for you, Mr. Walsh." He said, "What does it take you—15 minutes to take that report? It takes you 15 seconds to purge it when that child is found." He said someone, whether that child is a chronic runaway, or a missing child, some grandma, some mommy somewhere would like to know where that body is if that body has been found.

So, there is a response from the chief of police of the largest police agency in the country.

As it relates to other pieces of legislation, background checks of people who work with children failed miserably in certain States. Some States have passed background checks of teachers, daycare center workers, volunteers. Big Brothers and Big Sisters around the country have been lobbying State legislatures. Eighty-seven Big Brothers molested 87 Little Brothers last year; daycare scandals all over the country.

Mayor Koch, because the New York State Legislature did not pass background checks, did it in the city of New York, on the front page of the New York Times—of the 2,000 daycare center workers mandated to have background checks, the first 80 reports came back, and 37 of those were convicted felons.

In every State in this Nation, in 49 of those States, there are at least 50 occupations that are mandated to have a background check. You cannot be a doctor or a lawyer, you cannot be a policeman in 49 States; in 35 States, you cannot be a hairdresser; you cannot work at a racetrack; you cannot work in a parmutual gambling endeavor in any State in this country without a State and Federal background check; you cannot rub down a horse, be a groom at a racetrack, without a State and Federal background check. But in most States in this country, you can teach school or work in a daycare center, even though you were a previously convicted felon of child molestation or child murder.

When Florida passed background checks of teachers, we had 300 sexual assaults of children by schoolteachers. We had 37 convicted felons teaching school in the State of Florida. One was a child murderer from the State of Illinois who served 6 years.

The States that have passed background checks of daycare center workers, schoolteachers, et cetera—and it is not a violation of civil liberties; it only shows up what your felony convictions were, not if you painted the high school red, not what your sexual preference is—those States have seen a decrease of 500 percent as an average of molestations by daycare center workers.

Where are those child molesters that work with people—most of the people who work with children are wonderful; we are not singling them out, this is not a witch hunt; we are just saying give our children the same civil liberties—where are those people going? They must be going to the States that do not have background checks, because the incidences have been reduced in the States that have them.

Some other examples of State legislation that has failed miserably. Competency of the child witness. The Federal Rules of Evidence say that every witness in the courtroom in a Federal trial, civil or criminal, is presumed competent. But in State courtrooms in 25 States, judges are allowed to disqualify child witnesses. We say let the jury decide. If you are a convicted murderer or a pathological liar, there is no competency test in any courtroom in this country. Any adult can testify. But 25 State legislatures allow judges to disquality children because of competency rulings, determining whether the child has the ability to tell the truth or not to tell the truth.

Whether the child is making it up or not—in most cases, they are not—let us give children the same dignity that we are giving adults in the courtroom.

Some of the other laws—privacy of the child victim. In every State in this Nation, it is against the law for the media to use the name of a juvenile delinquent. But only three States have passed laws prohibiting the media from using the name and address of a victim in a sexual assault. It is tough enough to go through the court system. It is tough enough to get over the trauma, to get your child through the court system once they become a victim of sexual abuse. It is twice as tough for them to go back to school—or a woman—in many States, they have prohibited the media from doing this for a woman. It is tough enough to go back to your job when everyone at your job, or everyone in the school, knows that you were sodomized 15 times by the motorcycle club or that you were raped by a live-in boyfriend. It is tough. And that has been upheld in a Supreme Court decision in 1975, saying that States can prohibit the media from using the name of a sexual assault victim in any type of media, newspaper, radio, whatever.

Training allocated toward education, training of police, social worker teams, those are not being done. Only about six or seven States have allocated hard funds to get multidisciplinary teams to work with children in the courtroom, to train police on how to look for a missing child and how to liaison with parents.

These types of legislation are needed. They have failed miserably in certain States. Some States have passed as many as 25 laws. Some States are years behind in passing meaningful legislation for children.

In California, the criminal penalties for kidnapping a child, the maximum penalty is 7 years. The man who kidnapped Steven Stayner and kept him in his basement and molested this boy for 7 years, destroying his future and his emotional ability to cope with the situation, served a total of 2½ years in the California prison system and was just released recently with no probation, no parole, or no mandated psychiatric counseling. Steven Stayner's mother said before the California press: "This man had my son for 7 years and molested him continuously, got sick of him and stole another little boy. My son escaped with that little boy, at 13 years old, and Timmy White was 6 years old—escaped; he is a hero." The State of California in those days did not pay for the rehabilitation of victims. This man received rehabilitation in prison, but because he did his time, good time, he served 2½ years. He served less time in the California prison time than the time that he kidnapped her son.

Criminal codes need to be changed throughout this country. In many States, for crimes against children, the penalties are lesser than for crimes against adults.

Why is this legislation failing--I am anticipating your question, now. Why is it failing miserably? It has been a real education for me in the last 3½ years. I have testified before many joint sessions of legislation. I have seen bills watered-down. I have seen deals made. I have seen lobbyists from $50,000 a year to $100,000 a year salaries descend upon legislators at the last minute and say, "Get my bill out, get the Pharmaceutical bill out, get the Medical bill," or "Get the Roadbuilders' bill out".

Children's legislation is very rarely opposed, but it does not seem to make it out of committee. That was our problem here. It took us 18 months to get the Missing Children's bill. It is magnified worse at the State level.

In Alabama, we just passed nine laws—not because the wonderful legislators of Alabama deemed it important enough to get those bills out. Fifteen hundred parents and PTA members descended upon the Alabama legislature with pictures of their children and their own children, and broke the filibuster and got the laws out. That is what needs to be done.

But unless the States react and pass this meaningful legislation for children, all that we are accomplishing on the Federal level means nothing. We have learned one thing: Law is permanent. Law will affect social change for my new children, it will affect social change for your children. These Federal Congressmen are raising their children in their States, but yet they probably have no idea how bad their States are and how at-risk their children are in those States. Law will force certain agencies to respond that do not want to, and it will empower agencies that want to respond with money and the ability to do it.

Law may not be the entire answer to the problem of missing, exploited, molested, abducted children in the courtroom and the system. Education, awareness, prevention, they are the key. I believe they are the key, as Reve says. But I believe it is time that the lawmakers of this country—on the Federal level, yes, we have accomplished certain things; there are a lot of child advocates here now on the Federal level—but on the local and particularly the State level, that those lawmakers give our children the same status and the same equal rights and the same civil liberties that for years they have given adults—and cars, in many States.

We are having a difficult time. We asked President Reagan to make the call to action at the end of the movie "Adam", and he did. He said the real battle is now on the State and local level.

I have had my heart broken this year several times in State legislatures. I addressed a joint session in North Carolina with a full, packed audience of public individuals there, and saw the Missing Children's bill defeated by one Senator and held up for 7 days, and the Lieutenant Governor of the State apologizing publicly to myself and the parents in that room, and finding out that that Senator had not even read the bill, did not know what they were doing, but opposed it because it was brought to bear and introduced by his archenemy, who had just defeated a bill he had introduced the month before. That is the type of things that parents are suffering throughout this country in State legislatures. That is the type of things that are being extrapolated from bills with letters from chiefs of police like Darrell Gates.

The Missing Children's bill in New York State set up a clearinghouse, but at the last minute, mandatory entry was extrapolated; the guts were taken out of that bill.

New York City buries the most unidentified dead people in the world. Go to Potter's Field someday and look at the tens of thousands of graves. But yet, the New York City Police are very reluctant to use the National Crime Information Computer and listing them and cooperating.

New Jersey is furious. They have a good Missing Children's bill and a lot of legislation They say our children are taken across the line, or they go into New York City—but how are we ever going to find out that they are there, if New York State cannot pass bills with guts in them?

It is a real problem, Senator. We are failing miserably in some States. Some States have done wonderful things. But God forbid if your child is taken out of a good State and taken into a poor State. You may never know that your child is in that State, alive or dead, because of inability to react to the situation, or nonmandatory entry into the NCIC, for example.

A little girl that was found just before the movie "Adam"—President Reagan said "Watch these 60 little faces"—well, we only showed 54 little faces. Why? Because we found six children 2 weeks before the third airing of "Adam", and we had to extrapolate them from the roll call. The good news: three alive; the bad news: three murdered. One was Christie Lynn Meeks, who was misidentified by a coroner in the State of Texas—you do not even have to be a medical doctor to be coroner in the State of Texas—in an autopsy as a little boy, even though she had Sesame Street sneakers on, her body was partially decomposed, and she had frilly underwear.

Those parents spent about 5 weeks searching everywhere for their daughter. A dogged, overworked investigator at the National Center, one of Jay's people, would not give up on the case and said, "Before you bury that child, pull him out of the refrigerator one more time."

And they said, "No, no, no. It is closed, case is closed. The autopsy was performed."

We got them to pull the body out, and they said, "Oh, my God, we have made a fatal mistake. This isn't a little boy. This is a little girl."

Imagine the Meeks family spending the rest of their lives searching for their daughter, never knowing she was buried in Texas.

We need to change the laws on the State level and make the States react with what we have accomplished on the Federal level. I think it is time that those lawmakers realize—and I have said it again before, because I have seen it in every State capital—there is no lobby for children; they do not have any money; they do not vote. I will say it again. I have seen it in almost every State that I have been in. I have had to line up behind the lobbyists, pushing their way into these individual doors. The protection of children, the quality of their lives, is determined by lawmakers, by you, by legislators, by you parents and you grandparents. And it is time that we realize that we must give them the same status, the same rights, the same protections that we have given adults through the law in this country for years.

Senator **Hawkins**. Thank you, John, for your eloquent testimony. Could you give us the six States that have passed missing children legislation?

Mr. **Walsh**. New Jersey, Iowa, Kentucky, Illinois, Florida. Seventeen States have it on the boards now for this summer. Unfortunately, many States are out-of-session now, and we failed in many States. But it is not too late. With your help and this attention today, many States are still in legislature, and we can crank these bills up.

I urge the Senators that are here today—I have done it with you in Florida, I have done it with Senator Thurmond, in South Carolina, a concerned father, who said, "I may be a Federal Senator, but I raise my kids in the State of South Carolina. I am going to make sure that South Carolina, and the Governor there and the legislature there know that I am concerned with the quality of my children's lives in this State, and I am going to go back into my State and help you anywhere I can."

In our State, we have passed about 25 laws. In Senator Thurmond's State, he was the liaison to get me with Governor Riley to address the Joint Legislative Session. I urge the rest of the Senators here to go back to their States and put the pressure on. Some of you were State legislators before you got here. That is where the real changes can be.

Mandatory programs in schools. Shouldn't all children learn how to resist molesters and abductors? I asked the Florida legislature, "How many of you daddies ever taught your children the rules of protection—that they could say no, that they could resist the schoolbus driver or the teacher? You are upper-middle-class; most of you are lawyers. How many of you ever talk to your children?"

Ninety percent of the Florida legislature stood up and said they did not do it. I said, "I make a case-in-point. It should be on the curriculums of schools—all children—rich, poor, latchkey, black, white, yellow, red—must learn in a nonthreatening, psychologically approved program in the school curriculum how to resist molesters and abductors," because everyone talks about strangers, but 70 percent of the people who molest children are someone they know—someone you may know. And our children need to know in their schools. And how can we get that done? By mandate through State legislation.

We certainly have accomplished a lot of goals in the last 4 years on the Federal level, but in some areas, I see we are back to square 1; we have accomplished nothing. Certain things have been accomplished with the private sector, and I know they are going to talk about that today, but there are entire States that are not showing pictures of missing children.

People may be laughing about it, but talk to any parent who has had his child retrieved by pictures shown in "Adam" or pictures shown on milk cartons. Talk to those children, or, better yet, talk to a searching parent who is desperately holding that picture up, trying to get it shown somewhere.

We can only show 60 pictures at a time in the airings of "Adam". There only can be so many pictures shown.

Yes, it should be done in the right way—and I know Jay will talk about that—but in some areas, in some States, we have accomplished very little, and we are back to square 1

So again, we need your help.

Senator **Hawkins**. Thank you, John. We appreciate your great work.

Senator Thurmond, President Pro Tem of the Senate, and Chairman of the Judiciary Committee has joined us. The Senator has been managing the Defense bill on the Senate floor along with Senator Goldwater, and to show his keen interest he has joined us here today despite his busy schedule. I thank him and all of the other Senators—that is present this morning, as many Senators as I have seen at a hearing in a long, long time.

Senator Thurmond, do you have a comment at this time?

Senator THURMOND. Thank you very much, Madam Chairman, and I will have to get back to the floor in just a minute.

I want to commend John and Reve Walsh for the great service they are rendering to this country. There is nothing more important than these children, and what you are doing, I just want to say, is extremely important. And any way we can cooperate, I am certainly glad to do it, and I feel the more contacts you can make, the more good you are rendering, and the better we can get out this message that you are advocating.

Madam Chairman, I want to commend you for holding this hearing today. You have devoted much of your career in public service to issues which affect the well-being of the children of our Nation. I am proud to have worked with you in cosponsoring many important pieces of legislation in this area, including the Missing Children's Act and the Missing Children's Assistance Act, which mandated the National Center for Missing and Exploited Children.

Every year thousands of children disappear from their homes, never to be united with their loved ones. Today, there is a new level of awareness and concern throughout our country regarding this tragedy. We will hear testimony from several distinguished witnesses concerning efforts in the public and private sectors to locate these missing children.

I am particularly pleased to see that progress is being made in the area of programs to prevent the disappearance of children. The Texize Corp. of Greenville, S.C. has instituted such a praiseworthy project.

Today I am delighted to welcome to this hearing Mr. Steve Johnson, senior product manager of the Texize Corp. who will testify. Steve, his wife, Nancy, and his 18-month-old daughter, Caroline, reside in Greenville, S.C., where the Texize Co. began in 1947. Texize, which nationally markets various laundry and cleaning products, employs 1,200 people in my home State and also has plants in New Jersey and Illinois.

In cooperation with the National Center for Missing and Exploited Children and the National Crime Prevention Council, Texize has initiated a program known as Operation Kidsafe. This program has developed a safety phone directory and teaches children how to use the telephone to contact local police, doctors, and firefighters. This handy directory also includes a quarter for a telephone call and can be carried by the child at all times. This free directory also teaches children important safety tips. The Operation Kidsafe Directory will be made available to 48 million households this summer. Three weeks ago, Texize contributed $100,000 to the National Council for Missing and Exploited Children. Additional funds in excess of $200,000 will also be contributed by Texize to the National Council.

I want to commend Texize for this comprehensive prevention program and for their generous contributions. Through such outstanding efforts by private citizens in cooperation with the public sector, progress can and will be made to protect our greatest national asset, the children of our country.

Madam Chairman, thank you for allowing me to make this statement. I once again welcome Mr. Johnson and the other distinguished witnesses who are going to testify on this important matter. They are distinguished people, giving of their time and their talents.

Regrettably, scheduling conflicts prohibit me from remaining for the entire hearing on account of the Defense bill being up, but I look forward to reviewing the testimony of these fine witnesses.

Thank you very much.

Senator HAWKINS. Thank you, Senator. We appreciate your interest, and Mrs. Thurmond's activity. She has been an outstanding partner in the National Partnership for Child Safety.

Senator Grassley joined us earlier, and I know that Senator Dodd and Senator Metzenbaum have conflicts. Senator Bradley has been in and out because he is testifying at another hearing.

Senator GRASSLEY. Madam Chairman, I have no statement, but I would like to include one in the record, if I could do that.

Senator HAWKINS. Thank you. Without objection.

[The prepared statement of Senator Grassley and additional information requested follows:]

STATEMENT OF SENATOR CHARLES E. GRASSLEY - May 23, , SD-430
"Overview of Efforts to Locate Missing Children"

Charles Grassley

MADAM CHAIRMAN, I WANT TO COMMEND YOU FOR YOUR UNTIRING EFFORTS AND THE LEADERSHIP YOU HAVE SHOWN IN THE AREA OF MISSING CHILDREN AND FOR HOLDING THIS HEARING TO FOCUS ON NOT ONLY WHAT HAS BEEN DONE, BUT TO SEE WHAT NEEDS TO BE DONE TO LOCATE MISSING CHILDREN.

IT IS A TRAGIC SITUATION INDEED, THAT EVERY YEAR 1.8 MILLION CHILDREN IN THE UNITED STATES ARE REPORTED MISSING FROM THEIR HOMES. MANY OF THESE CHILDREN AND RUNAWAYS OR "THROW AWAYS" SUFFER AN 85% CHANCE OF BEING SEXUALLY VICTIMIZED ON THE STREETS. MANY END UP AS HOMICIDE VICTIMS. ADDITIONALLY, 25,000 to 500,000 CHILDREN ARE ABDUCTED BY PARENTS INVOLVED IN CUSTODY BATTLES. LASTLY, BETWEEN 20,000 to 50,000 CHILDREN DISAPPEAR EACH YEAR AND THEIR CASES REMAIN UNSOLVED BY THE END OF THE YEAR. INCLUDED IN THIS GROUP ARE VICTIMS OF CRIMINAL ABDUCTION AND FOUL PLAY.

WHAT WE HAVE HERE IS A NATIONAL NIGHTMARE THAT STRIKES THOUSANDS OF FAMILIES EACH YEAR. WE CAN'T POSSIBLY KNOW THE UNTOLD FRUSTRATION, PAIN AND ANGUISH THESE PARENTS ENDURE.

MADAM CHAIRMAN, IN MY OWN STATE THERE HAVE BEEN TWO PUBLICIZED CASES OF CHILD ABDUCTION - THE DISAPPEARANCE OF EUGENE MARTIN LAST YEAR AND OF JOHNNY GOSCH TWO YEARS AGO - BOTH TAKEN

WHILE WORKING THEIR PAPER ROUTES. SINCE JOHNNY'S DISAPPEARANCE IN 1982, HIS PARENTS HAVE ORCHESTRATED A NATIONAL SEARCH. WHAT THEY HAVE FOUND ARE CHILD AUCTION HOUSES, PORNOGRAPHIC STUDIOS AND PROSTITUTION RINGS, ALL COORDINATED TO A STARTLING DEGREE.

THEY DISCOVERED THESE THINGS THEMSELVES, FOR WHEN JOHNNY VANISHED, VIRTUALLY WITHOUT COORDINATION WAS A FEDERAL SYSTEM OR LOCAL ASSISTANCE TO LOCATE MISSING CHILDREN . POLICE AUTHORITIES WERE FREQUENTLY RELUCTANT TO PURSUE CASES INVOLVING MISSING CHILDREN, BELIEVING INSTEAD THE MATTER CONCERNED A RUNAWAY OR SOME OTHER DOMESTIC DISPUTE.

NOREEN GOSCH HAS BEEN AMONG THOSE PARENTS WHO HAVE GAINED NATIONAL RECOGNITION IN THEIR FIGHT FOR THE RIGHTS OF MISSING CHILDREN, A STRUGGLE THAT HAS HELPED EASE THE TRAUMA FOR OTHERS, AND I HAVE ASKED THAT SHE SUBMIT WRITTEN TESTIMONY, SHARING WITH THE COMMITTEE SPECIFIC OBSTACLES SHE FACED AND STILL FACES SECURING HELP TO FIND HER SON. NOREEN'S WORK AND FREQUENT APPEARANCES BEFORE LEGISLATORS HAS HELPED IN THE INSTITUTION OF TWO NEW FEDERAL PROGRAMS, THE MISSING CHILDREN CLEARINGHOUSE AND THE MISSING CHILDREN'S CENTER, BOTH OF WHICH I STRONGLY SUPPORTED. BEYOND COSPONSORING THOSE MEASURES, I WORKED TO PASS FIRMER FEDERAL DETERRENTS ON CHILD SNATCHERS AND CLOSING A LOOPHOLE IN THE LAW TO BAN NOT ONLY THE SALE, BUT THE TRADING AND DISTRIBUTION OF CHILD PORNOGRAPHY.

REFERRED TO AS THE CHILD PROTECTION ACT, THOSE STIFFENED CHILD PORNOGRAPHY LAWS ARE SAID TO HAVE RESULTED IN 63 CRIMINAL INDICTMENS IN THE LAST NINE MONTHS, AS MANY AS IN THE LAST SIX AND A HALF YEARS.

BETTER STILL, THE RESULTING NUMBER OF CONVICTIONS HANDED DOWN AGAINST CHILD PORNOGRAPHERS, ACCORDING THE [illegible] JUSTICE DEPARTMENT, HAS NEARLY TRIPLED.

BUT AS EFFECTIVE AS ALL THESE ACTIONS MAY BE, THE SEARCH FOR LAWS TO BETTER PROTECT OUR NATION'S YOUNG PEOPLE GOES ON. CONRESS MUST FIND EVEN TOUGHER LEGISLATION. THE PROBLEM OF MISSING CHILDREN IS A NATIONAL PROBLEM, NOT ISOLATED INCIDENTS CONFINED TO ONE LOCALITY OR STATE. WE NEED COORDINATION AND COOPERATION BETWEEN THE STATES AND LOCAL COURT AND LAW ENFORCEMENT JURISDICTIONS.

FEDERAL AND STATE ENFORCEMENT OFFICIALS NEED MORE TOOLS TO END THE OUTRAGE OF CHILD EXPLOITATION, AND MORE IMPORTANTLY, YOUNG PEOPLE NEED ADDITIONAL PROTECTION,

THROUGH MY SEAT ON THE SENATE JUDICIARY COMMITTEE, I HAVE INTRODUCED THE CHILD VICTIMS RIGHTS ACT, DESIGNED TO FURTHER CONGRESSIONAL EFFORTS TO SAVE CHILDREN FROM THE HORRORS OF KIDNAPPING, MOLESTATION AND PORNOGRAPHY.

I AM GREATLY ENCOURAGED BY THE GROWING INITIATIVE TAKEN BY THE PRIVATE SECTOR IN ASSISTING EFFORTS TO LOCATE MISSING CHILDREN. MANY COMPANIES ARE DONATING SERVICES, MARKETING EXPERTISE, COMPUTERS, AND POSTERS. QUALITY INNS INTERNATIONAL HAS IN EVERY ONE OF THEIR HOTEL LOBBIES, A DIRECT ACCESS LINE TO THE NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN. TRAILWAYS CORPORATION AND THE INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE ESTABLISHED "OPERATION HOME FREE" TO REUNITE RUNAWAY CHILDREN WITH THEIR FAMILIES.

AND BASED IN MY OWN STATE OF IOWA, COMMTRON CORPORATION AND VIDEO SOFTWARE DEALERS FROM AROUND THE COUNTRY HAVE CONTRIBUTED THE FULL COSTS OF PRINTING THE NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN'S SELECTED STATE LEGISLATION: A GUIDE FOR EFFECTIVE STATE LAWS TO PROTECT CHILDREN.

AND IN DES MOINES, THE PERRY-AUSTEN BOWLING PRODUCTS IN COOPERATION WITH THE BOWLING PROPRIETORS' ASSOCIATION OF AMERICA DEVELOPED A NONCOMMERCIAL POSTER OF MISSING CHILDREN. THESE POSTERS WILL BE SEEN BY OVER 13 MILLION PEOPLE WEEKLY WHO WILL VISIT BOWLING CENTERS AROUND THE COUNTRY.

I COMMEND THE EFFORTS OF THESE AND ALL OTHERS WHO ARE LENDING A HAND.

LASTLY, I WANT TO ACKNOWLEDGE THAT TODAY IN IOWA, GOVERNOR BRANSTAD IS SIGNING A CHILD PROTECTION PACKAGE, CONSISTING OF 12 PIECES OF LEGISLATION. INCLUDED IN THAT PACKAGE IS A MEASURE WHICH ESTABLISHES A STATE MISSING CHILDREN'S CLEARINGHOUSE WHICH WILL COORDINATE EFFORTS IN FINDING MISSING CHILDREN. IN ADDITION TO WORKING CLOSELY WITH THE NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN, THEY WILL ISSUE BULLETINS, NOTIFY MEDIA OF CHILDREN MISSING, AND ESTABLISH EDUCATIONAL PROGRAMS.

MADAM CHAIRMAN, I AM ENCOURAGED BY THE FIND PANEL OF WITNESSES GATHERED HERE TODAY, AND LOOK FORWARD TO HEARING WHAT OTHER LEGISLATIVE INITIATIVES COULD BE PURSUED.

* * *

TESTIMONY REQUESTED BY
SENATOR GRASSLEY
FOR
THE SENATE HEARINGS ON
OVERSITE ACTION ON THE
MISSING CHILDREN PROBLEM

SUBMITTED

BY

JOHN AND NOREEN GOSCH

MAY 29, 1985

HELP FIND JOHNNY GOSCH, INC.
Box 65332
West Des Moines, Iowa 50265
515-244-9181

May 29, 1985

THE KIDNAPPING OF JOHNNY GOSCH - 9/5/82 - Since the kidnapping of our son, we have been forced to conduct our own investigation. Since the law enforcement refused to take seriously the safety of our son. We have literally tried to move mountains to recover him. To finance the search we have had to sell candy bars, buttons, bumper stickers and do garage sales. To further prove the negligent action on the part of law enforcement attached you will find signed statements from neighbors living only a few doors from our home, who have never been contacted by law enforcement. Which does constitute the basis of a good investigation. Also enclosed you will find a statement from a woman who, was in the police department and witnessed a lead come in on our son and the officer said "it is probably nothing" and discarded it without checking it out. This took place very early in the case. In October 1982, we received a ransom demand, and the FBI refused that night to work on it until we threatened them with a civil law suit personally, if our son was killed that evening due to their negligence. They did however finally decide to work on that ranson demand, and waited long past the appointed time of the "money drop time" during the time frame...... the person who telephoned us to tell us where to pick up the ransom note, called a second time and said "TIME IS UP - YOU WAITED TOO LONG". Both phone calls were tape recorded and we have our copies to prove the existence of this lead. In our terms, law enforcement "BOTCHED " our son's case and have spent the remainder of the time trying to cover their mistakes, because we have brought out every bit of their negligence in the press. It is our son and if no one else is willing to look for him, his parents do care and want him back.
We have requested a meeting with the Vice President to go over the evidence in our case. It is a case which has set precidents.

We feel our son's case is the work of an organized group, we have include a copy of the NAMBLA BULLETIN, in which they warn all of their members not to submit to questioning on the Johnny Gosch case. Due to certain information we have able to get we feel certain children are being bought and sold in this country. Our detectives were able to get into an auction of children, held in two cities in the south. What kind of country do we live in ..... if our children can be snatched off the streets and law enforcement can just turn their backs on the children and their parents as they did in our case. We did what we had to in order to keep the search for our child alive, and we encourage any other parent to do the same thing. No one is going to search for that child, if the parent does not insist.

The case of Adam Walsh is a tragic story which occurs far too often, but our case depicts the long term, indefinite time period which a parent must search and endure. The stresses which accompany this are not the same as the cases in which a body is found relatively soon. The ending is tragic and the child is the victim, but in the ongoing search there is devastatio emotionally, financially and every other way which affects living. Because we are living in LIMBO!!!!!!!!

JUDICIAL DEATH OR PRESUMPTION OF DEATH - In many states parents of a missing person, must have that person declared dead after a given period of time to proceed with legal matters. This time period varies from state to state. Included is the Statute for Iowa, it only pertains to missing servicemen etc. And yet when we went into get our income tax figured, the accountant said "We may not be able to take a deduction for Johnny, due to the fact he no longer lives at home and he could be dead". If we have no statute for Iowa, where and how can they make a statement such as this to searching parents. We are already spending almost everything we make to try and find him, doing an investigation, which law enforcement should have done...... we pay enough taxes for protection and are not receiving it. What are parents such as us to do?????

A) Go through the rest of our lives with out knowing?
B) Wait until the appropriate time span - then declare our children dead and have a funeral?
C) Should we go ahead with a funeral now????? That would get everyone off the hook, no one would have to look for our son any longer!!!!

If these sound like angry statements, they are..... our son was KIDNAPPED AND KIDNAPPING IS AGAINST THE LAW. AND STILL WE HAVE TO BEG, PLEAD AND FINALLY FIGHT FOR WHAT IS FAIR FOR OUR CHILD AND EVERY OTHER MISSING CHILD IN TERMS OF FOLLOW UP BY LAW ENFORCEMENT.

We raise these questions because not until parents begin to rally will we have effective follow up on our cases. We now have the NATIONAL CENTER FOR MISSING CHILDREN AND THE NEXT SECTION WILL BE INVOLVING THEIR PROTOCOL. WE HAVE A GREAT MANY QUESTIONS, WHICH NEED TO BE ANSWERED.

NATIONAL CENTER FOR MISSING CHILDREN - "THE LAST HOPE ON THE HILL" !!!!

1) How can the National Center decide to favor one child over others in publicity, as they did the night Adam was aired for the third time. They decided their protocol as it was explained to everyone by John Rabun, then deliberately changed their protocol to favor one child from John's home town. Johnny is still missing, if it were not for our persistence and determination in this matter, the lid would still be on the missing childrens issue. A great many parents have given of time and energy to make this issue newsworthy, John and Revee Walsh certainly have contributed, they did not have the continuing stress of a search as we have and many other parents like us. Resorting to selling candy bars was a good human interest story at first, but it awakened parents all over the country. That parents had to sell chocolate to ever hope to find their child in this country. HOW APPALLING!

2) LEADS/SIGHTINGS on children. Jim Scutt of the National Center reported some two dozen sightings on our son, these were given to law enforcement We already know how they mishandled our investigation and we have never received any word as to where the sightings were, how they were handled or if they were handled. The National Center does not have any follow up with these police departments, and the Center will not share leads with parents. THAT IN IT SELF IS CRIMINAL..... IT IS STILL OUR CHILD! We are beginning to question if the leads are being sent out to law enforcement at all.

3) WHO IS ACTUALLY LOOKING FOR CHILDREN????? All of the search agencies simply act as a publicity house for children's pictures they are not searching for children. Yet they mislead families into thinking someone is actually looking for that child. The National Center represents THE LAST HOPE ON THE HILL FOR MANY PARENTS SEARCHING FOR THEIR CHILDREN. It is sad indeed that all things in the name of children are not treated

3) WHO IS ACTUALLY LOOKING FOR CHILDREN??? (CONT.)

with the priority and dignity they deserve. Who researched the agencies listed by the National Center for their "WHO TO TURN TO LIST"? The recovery of missing children is largely parental abductions, this constitutes success stories, and yes these children deserve to be found too, but many times they are not in a dangerous situation. Some do meet with death due to the parents who mistreat their children. We have a new law in Iowa to provide for immediate investigation when a child is missing and yet on 5/29/85, we were contacted by a mother right here in our city who has two children taken by their father the mother has custody and the police will do nothing to assist her. Another parent shoved off in a corner to wait. When Johnny was kidnappe and we could get no assistance from authorities I called the Juvenille Justice Dept. and spoke with Jay Howell and when I pleaded for help he replied "YOUR CHILD WOULD HAVE BEEN BETTER OFF IF HE HAD BEEN KIDNAPPED BEFORE HE WAS TEN YEARS OLD". It was a cruel thing to say to a parent but it did depict how unimportant children over ten years old are in this country. It is up to the parents to prove their child is in danger. We are still having problems getting the police to respond even with all of the publicity about missing children and especially our case. Enclosed are several clippings of how the police reacted upon a few leads. And now there is a refusal by the police or the NATIONAL CENTER FOR MISSING CHILDREN to allow us information on our own son. There is no follow up system with the National Center - they are not designed for this, however in the case of a police department that can't or won't do the job we need other provisions. My husband and I would like to know......"WHEN DID THE WEST DES MOINES POLICE AND THE NATIONAL CENTER FOR MISSING CHILDREN BECOME JOHNNY GOSCH'S LEGAL GUARDIAN"???? This is the same police department that refused to respond when our son was kidnapped.

TASK FORCE

We have the need for a specially trained task force in this country which could dispatch personnel to individual police departments when this type of crime takes place. They would work with the police in doing the proper type of investigation. Most police departments by their own admission ..... do not know how to deal with these crimes. They do not have the material they need to solve them or to understand the profile of a pedophile nor the massive organized effort in this country to abduct children for various purposes. The police need to be educated as well as the rest of the public. No longer do we need the "EGO PROBLEMS OR TURF BATTLES" - we encountered this problem and so do most other parents. The money could be appropriated for such a project. The country seems to raise the money for every other type of aid to other countries, what about the children who are being taken from their families. We did not bring our children into the world to be kidnapped for someone's sexual perversion and then have the system turn their backs when we asked for help. We are law abiding tax payers and this really makes us question the overall priority structure of this country. Our son was special to us as is every child to their parent. How dare this country allow the destruction of our children by not having any type of system to deal with this massive problem. We participated in a documentary for Japan, the producer of the film asked us "WHY DOES YOUR COUNTRY ALLOW CHILDREN TO BE USED IN THIS MANNER AND THE PARENTS HAVE TO DO THE WORK OF THE POLICE DEPARTMENTS"? We did not know how to answer them .... the rest of the world is in turmoil but we in this country are being observed on this situation.

THE PERSONAL PAGE -
At first I was not going to include this topic but later decided we must enter this area as well in this tragedy. The families that are being destroyed by this tragedy. The divorce rate is so high, chemical dependency, and suicide..... why because of the loss, the not knowing, the trying to cope on the job, trying to pay for investigations. There is not one bit of help for these parents, including us. We are told, we do not ever qualify for any victim's funds anywhere. We are told "THERE IS NO CRIME ONLY A MISSING CHILD". (THAT ONE IS A FAVORITE OF THE FBI)

The strange phenomenon in a great many cases is that generally fathers in the families - turn against one of the other children because the one child has been kidnapped. We have researched this with a great many families and talked with experts who spend 90% of their time working with families of victims in these cases.

In our own case, it has happened. Fortunately our children are older but my husband has turned against our other son. At a time when the family must pull together, it is being torn apart. It has been personally very difficult for me as a mother to continue each day trying to keep the search going for Johnny and overcome all of the obstacles which have been deliberately placed before me by local, state and federal law enforcement. Our son means the world to us, but we have no family any longer. With the resentment turned inward toward another member of the family, there is absolutely no type of family life or special occasion which is not an absolute horror to endure.

What are the options????
1) Counseling - excellent - however most of the counselors do not have any experience in dealing with this specialty kind of case.
2) Paying for it. There is no insurance policy, no type of assistance to cover this as yet. And we have families going down the tube every day. Everyone in a family hurts when a member is taken. We know we are living it day by day. It kills you a little each day with the pain.
3) Divorce????? Yes many do that because they can no longer cope.
4) Alcohol or drugs- yes many parents resort to this to ease the pain - one big problem - over a period of time it requires more and more to relieve the pain.... then you are hooked and the search for the child is over.
5) Suicide - This is common too. You feel desperation, no one is looking, you may go through the rest of your life and not know, or you can imagine in your mind what some animal is doing to your child. Some molestor or killer that our system has either let go on parole or never sentenced due to a technicality in the trial. After a while of thinking like this and feeling the pain, death sounds inviting - some do it.

In our situation, I constantly look at Johnny's picture and try to always realize he is the victim and no matter how badly we feel, it can't compare to his pain. And we can't quit...... MY GOD, HE COULD BE ALIVE SOMEWHERE AND WE MIGHT BE ABLE TO RESCUE HIM. All of these thoughts and more are in the life of a parent daily when your child is missing. Some officials do not care, especially if it is not their child. And we have found some who have given very kindly of their time and energy to help us in any way possible. This is a big problem in this country, we can't forget this aspect, the dying family because of this tragedy. We have had a number of reporters as well as Universities which have schools of Psychology ask us how we are coping and overcomming this set of problems which face parents? What are we doing different to be able to combine, the search, fund-raising to keep it going, our jobs, legislation work and finally the abduction awareness programs we are doing so far a total of 370 since our son was kidnapped. Perhaps we will just not give up on one very special young man, our son Johnny.

I submit this material, in hopes some of the problems can be investigated and worked out of the system. We have worked hard and will continue but the problem is growing in molestation and kidnapping and murder of our children.

We remain ....

"IN DEFENSE OF CHILDREN"
John + Noreen Gosch
JOHN AND NOREEN GOSCH
1004 45th St.
W. Des Moines, Iowa 50265
PH: 515-225- 7456 Home
515-225 2527 Office

Gosch family pressure police to search at site near Indianola

By FRANK SANTIAGO

Register Staff Writer

John and Noreen Gosch said Tuesday they want police to search a site southeast of Indianola to determine whether their missing son, Johnny, is buried there.

If authorities refuse to do so, Noreen Gosch said, she may lead a party there and dig in the area herself.

The area was described in an anonymous letter, sent to The Des Moines Register recently, which related a story about an elderly man who killed a newspaper carrier and buried him in a shallow grave. Police said they knew who wrote the account and declared it was a hoax.

The letter didn't mention Gosch by name but the circumstances described in it resembled those that surrounded the youngster's disappearance Sept. 5, 1982.

"I think they should do everything they can to see what's there, including putting a probe down to make certain there's nothing," said Noreen Gosch.

Don Martin, father of missing newspaper carrier Eugene Martin, also urged a search saying, "There's no reason it shouldn't be checked out thoroughly."

West Des Moines Police Lt. Lyle McKinney repeated an earlier statement and said there won't be a search.

"With the information we have right now we have no reason to look," he said. McKinney had described the letter writer as emotionally disturbed and said there was little truth in the account.

"Currently, the matter is closed," McKinney said. He said police won't disclose the location "because it's private property."

Gosch said she may obtain the landowner's permission to conduct a search.

"We don't want to leave anything undone," she said. "This is another example of negligence by the police."

Gosch said she has signed documents from four neighbors who say that police didn't interview them shortly after Johnny Gosch disappeared.

"You ask yourself how complete is the investigation when you find that they didn't talk to people who live near where Johnny disappeared," she said.

The Des Moines Register

Mon., May 6, 1985 / 3A

TV show 'Adam' renews interest in Martin case

By FRANK SANTIAGO
Register Staff Writer

The mystery remains impenetrable, tightly and grimly sealed after 2½ years.

Two Des Moines area boys, Johnny Gosch and Eugene Martin, disappeared delivering newspapers on separate Sunday mornings while the community slept. Despite a massive search, investigators are unable to explain why or how they vanished, although there's a fear the boys were abducted.

"We still get a few calls from people who say they've seen them," says West Des Moines Police Lt. Lyle McKinney, "but we haven't been able to verify what they've seen."

Interest in the baffling cases was renewed last week when President Reagan appointed a 26-member advisory committee to promote cooperation between public and private organizations dealing with missing and abused children.

Hours later, "Adam," the story of the abduction and murder of 6-year-old Adam Walsh, was rebroadcast on national television. Toward the end of the program, Eugene Martin's picture was shown along with other missing children.

Phone Started Ringing

Then the phone began ringing at the National Center for Missing and Exploited Children in Washington, D.C., and at the police station in Des Moines. Like other surges of interest since Gosch, 12, disappeared Sept. 5, 1982, and Martin, 13, vanished Aug. 12, 1984, this one produced calls (about 24 in Washington, four in Des Moines) but few promising leads.

"We were hoping for something, [but] it looks like nothing," says a disappointed Don Martin, Eugene's father.

Gosch was beginning his newspaper route near Forty-second Street and Marcourt Lane in West Des Moines when he disappeared. He was seen earlier talking to a man in a car. But four eyewitness accounts haven't led police to the car or the mystery man who may or may not be involved.

Martin was last seen folding newspapers at Southwest Fourteenth Street and Highview Drive, some seven miles from where Gosch vanished. There were people in the area but what they saw and heard wasn't enough for police to assemble a lead.

No Longer Active

The investigations no longer are active. Sgt. Bill Mullins, spokesman for the Des Moines Police Department, says when there's a lead, usually a "sighting," it's passed to a detective.

Police refuse to say what they think happened but, unofficially, they suspect a lone killer in both cases, likely an unobtrusive person in the community. Don Martin thinks "a nut" is responsible but believes the cases aren't connected.

"There was nothing common between them before things happened. Johnny and Eugene didn't know each other and they didn't have anything in their backgrounds that connected," Martin says.

Noreen Gosch still suspects her son was taken by ring of kidnappers for pornography. "It was a slick operation," she says. "It took only nine minutes from the time he left home to the time he was taken."

Families Assail Police

Both families contend the police haven't pursued the investigations and, says Gosch, "have botched it." Her criticism is directed at the West Des Moines Police Department, which has jurisdiction in the Gosch case. Martin, who still meets weekly with Des Moines Police Chief William Moulder to discuss progress in the case, levels his charges at the Des Moines Police Department.

"Our feeling is that if we have a third kidnapping tomorrow that law enforcement will be no better equipped to handle the next one as they were the first two," Gosch says. "All the ideas that have been suggested to update police training in dealing with abductions have been rejected because of ego and turf battles among the police."

Don Martin says the "police expect the information to come in .... They don't go out after it."

"They have no more of an idea what to do than I do," Martin says. "They went out and did the regular routine searching but that's not what's going to find these kids. They're going to have to shake a few bushes and get down in the gutter to get the information."

The charges are reminiscent of earlier allegations by the families.

Police Frustrated, Too

Moulder said the frustrations felt by the parents also are being felt by police. He defended the investigations and said he has "complete confidence" that they have been "properly conducted."

Both families continue hoping and waiting for a break.

Noreen and John Gosch still conduct their "In Defense of Children" lectures, warning about abductions and how to prevent them. Don and Sue Martin hold fund-raisers to collect money for the search and to buy more posters. There will be a "benefit bowl" at Bowlarama Lanes, 1313 E. Diehl Ave., from noon to 5 p.m. May 18.

Gosches charge W.D.M. police with negligence

By FRANK SANTIAGO

Register Staff Writer

Noreen and John Gosch, in a written complaint to the West Des Moines City Council, have charged the West Des Moines Police Department with negligence in the investigation of the disappearance of their son, Johnny.

"This case was not treated or investigated properly from day one," the Gosches say.

Mayor George Mills, who said he received the complaint Friday, defended the police, adding, "I've been satisfied with the investigation to date."

The complaint is the latest in a running battle between the couple and West Des Moines police. Shortly after their son disappeared Sept. 5, 1982, while delivering the Des Moines Sunday Register, the Gosches charged that the police were slow in responding and had considered their son a runaway.

In their letter, the Gosches claim there were neighbors who were up at the time their son disappeared who weren't interviewed and should have been. "We've gathered the signed statements to prove the police did not do this," they said.

Letters accompanying the complaint were signed by Susan Ginsberg, 1009 Forty-fifth St.; Gerry Archambeau, 1012 Forty-fifth St.; Peter and Diane Ranallo, 1005 Forty-fifth St.; and Catherine and Gregg Cudworth, 1008 Forty-fifth St.

West Des Moines Police Lt. Lyle McKinney, who has directed the investigation, said police interviewed residents in sight of Forty-second Street and Marcourt Lane where Gosch disappeared. Those who signed the letters live a block away.

"I'm not armed with facts that were available at the time because I wasn't involved from the beginning," McKinney said. "But I'm sure that after 2½ years if anyone had information that was important to the case they would have come forward by now."

The Gosches said that Chief Rick Carson, who succeeded former chief Orval Cooney in August 1983, "has never made one attempt to even meet with us on the case."

They noted that Des Moines Police Chief William Moulder meets regularly with the family of Eugene Martin to discuss the case involving the disappearance of Martin Aug. 12, 1984.

Carson said the Gosch case has been handled by McKinney, and all matters pertaining to the case have been referred to him.

February 2, 1984

Sharyl McCarty
3805 SW 14th St.
Des Moines, Ia.
50315

To whom it may concern:

This is a personal statement to verify that on 12-10-82 Sharyl McCarty was witness to an exchange of information concerning Johnny Gosch, that was never forwarded to the family.

On 12-10-82 I was filing a police report, case #82-3984, time 1:20pm. Some minutes before a call came into the station. The female officer was alone and wrote the message down. Soon another policeman entered as to be just coming on duty. The dispatcher said, "This call came from New York. A man is claiming to have information about Johnny Gosch. Should we pass the information on?" The male officer responded, shaking his head, "No it's probably nothing."

In speaking with the Gosch family, the report was never forwarded.

I hereby verify that all the information is true and correct to the best of my knowlege, and will be available for testimony if need be.

Sharyl K. McCarty

State of Iowa, Polk County. On this 2nd of February 1984, personaly appeared Sharyl K. McCarty,

Carolyne Harper
Expires: 6-22-86

GINSBERG JEWELERS

No wonder people depend on us.

5-3-85

To Whom It May Concern;

In regard to the disappearance of Johnny Gosh, as of this date I have not been contacted by any law enforcement agancy or local police. The only people who have contacted me have been as follows; John & Noreen Gosch, their private detettives, ABC news and a reporter from a Chicago newspaper.

Please be aware the importance of this is that I live directly accross the street from John & Noreen, Johnny as well as his parents is a close friend and my backyard is adjacent to property where the newspapers were dropped off for pick-up.

Susan Ginsberg

Susan Ginsberg

1009 45 St.
West Des Moines, Iowa 50265

106-B Valley West Mall – West Des Moines, Iowa 50265 – (515) 223-0833

May 5, 1985

RE: JOHNNY GOSCH

Shortly after Johnny disappeared one of the Gosch's private detectives stopped by our home to ask questions about Johnny. In the last couple of months Harry Braafhart, Safety Manager of The Des Moines Register has been to our home to question me personally about Johnny's disappearance.

Detective Rushing from the West Des Moines Police Department did make a phone call to our home and asked for permission to speak to our youngest daughter, Jeanne, in regards to her possibly being able to identify Johnny's paper sack, as she did sub for him on occassion.

At no time have I, my husband or children, been questioned by any law enforcement agency, FBI, DCI or the West Des Moines Police, in regards to Johnny's disappearence.

Gerry Archambeau

Gerry Archambeau
1012 45th Street
West Des Moines, Iowa 50265

May 1st 1983

To Whom it May Concern

As of this date we have never been contacted by any Law enforcement agency (Local state or federal) concerning the disappearance (kidnapping) of Johnny Gosch. The Only inquiries that have been made were those of private investigators hired by the Gosch's.

Peggy Cudworth

1008 45th
West Des Moines, Iowa 50265

june 1983

nambla
BULLETIN

vol. 4 n. 5

$2

VOICE OF THE NORTH AMERICAN MAN/BOY LOVE ASSOCIATION

Recd 9-14-83
• JPJ663

JOHN GOSCH - PHONE HOME!

NAMBLA has received an inquiry regarding the whereabouts of a missing Iowa youth, John Gosch, whose disappearance has generated considerable media attention. John is a 13-year-old youth of West Des Moines, who disappeared on September 5, 1982, while delivering newspapers.

NAMBLA firmly believes that youths should be allowed to determine whom they shall live with. At the same time, the request for our assistance has come in a unique form a polite phone conversation between Brian McNaught (Boston Mayor Kevin White's liaison to the gay and lesbian community) and NAMBLA spokesperson Brian Quinby.

The idea that NAMBLA would be well informed on runaways is both wrong and being used by the FBI against us. However, if anyone does know the runaways, suggest to him that he call the National Runaway Youth Hot Line (1-800-231-6946) to relieve anxiety at home and resolve the question about the conditions under which leaving occurred. The Hot Line is confidential and young people who use it can do so without being pressured into divulging any more information than they choose to.

[illegible]

✓ We have received reports that the FBI has visited members of NAMBLA, asking about John Gosch (see elsewhere in this issue).

If accosted or visited by the FBI, do not think you are dealing with reasonable people interested in determining the truth. You are dealing with the American equivalent (in methods and ethics) of the Soviet KGB. Since the emphasis is on the justification of thus-far squandered taxpayers' money, agents' salaries, etc., rather than on the finding of the truth, beware!

Be firm! Protect your right to privacy by cutting such encounters short. DO NOT SPEAK, EXCEPT FOR A REFUSAL TO SPEAK. REMEMBER, REFUSING TO TALK TO THE FBI IS NOT A CRIME, IT'S YOUR CONSTITUTIONAL RIGHT.

Read guidelines and detailed instructions in another part of this issue.

USA TODAY

NOREEN GOSCH

Guest columnist

10/14/82

'Forget our son? How dare they?'

WEST DES MOINES, Ia. — Johnny Gosch got up as usual at 5:30 a.m. on Sept. 5, 1982, to deliver his Sunday newspapers. On his way to the paper drop, a man in a car stopped him to ask directions.

Minutes later, a second man on foot approached Johnny from out of the shadows and walked him down the block. A short while later a car door was heard to slam, and a car was seen running a stop sign.

By 6:05 a.m. Johnny was gone. My husand and I were awakened by people who had not received their newspapers. It was then our entire world shattered. Our son was gone — kidnapped. Four witnesses reported the events to us and the police. We found Johnny's wagon full of newspapers on a corner two blocks from our home.

We immediately called the police. Our son was 12 years old. It was the policy of the police department to fill out a report and then wait up to 72 hours to see if the missing child was a runaway. We begged the police chief to act and to bring in extra assistance. He refused, saying he wanted to solve the case himself.

The chief had been investigated six months earlier for negligence and alcoholism on the job. We knew what we were up against. We contacted the media, did interviews, distributed Johnny's picture, posted a reward and called surrounding police departments to be sure they knew about Johnny — only to find that they knew nothing. Our police department had not told them.

We then hired a private investigator. To pay for it we sold candy bars and had garage sales and benefit dances. They say money isn't everything, but it becomes everything when your child is kidnapped.

In this country we have foundations to save baby seals, whales and battleships. But there's no help for missing children and their parents. It is the burden of the parents alone.

Johnny had been entered into the computer as "missing." We struggled for a year to have him reclassified as "abducted" — a vital difference, since it changes the way police pursue leads. Not until another newsboy in our area vanished under the same circumstances was our demand finally granted.

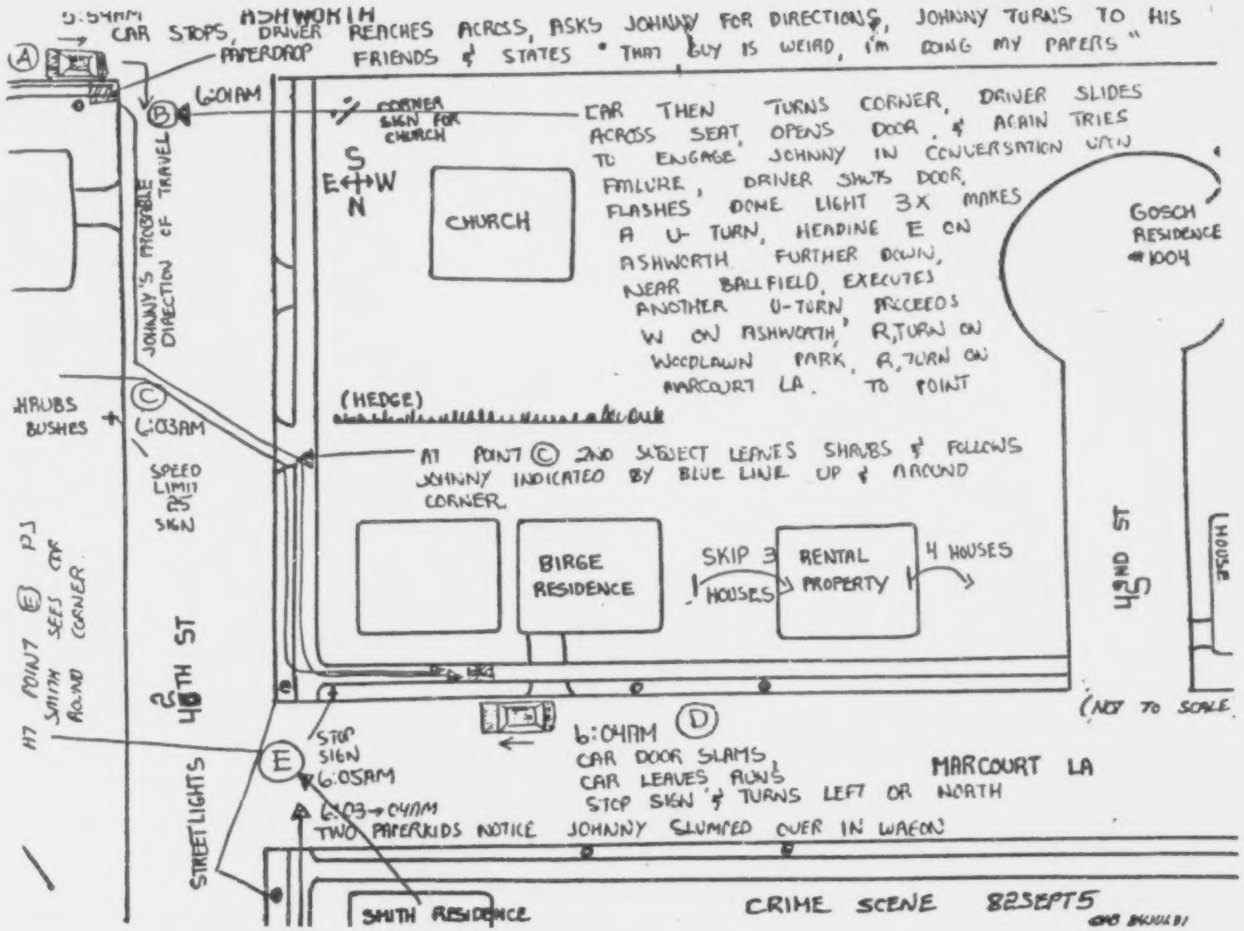
> “We have foundations to save baby seals . . . But there's no help for missing children”

But it should have been automatic. We should not have had to beg. The police were negligent. We filed a complaint with the U.S. Justice Department, only to be informed that due to the age of our son, the way police respond is a judgment call; they presume the child is a runaway.

Our son is a victim of a very sick crime. Yet one law enforcement officer had the gall to say to us, "Why don't you have another baby and forget about this whole thing?"

Forget about our son? Forget about finding him? How dare they. He may be alive. For many weeks the police told us, "We have no crime." But we still have no son.

Noreen Gosch is a secretary, yoga teacher and mother of three.



5:54AM CAR STOPS, DRIVER REACHES ACROSS, ASKS JOHNNY FOR DIRECTIONS, JOHNNY TURNS TO HIS FRIENDS & STATES "THAT GUY IS WEIRD, I'M DOING MY PAPERS"

6:01AM CAR THEN TURNS CORNER, DRIVER SLIDES ACROSS SEAT, OPENS DOOR, & AGAIN TRIES TO ENGAGE JOHNNY IN CONVERSATION UPON FAILURE, DRIVER SHUTS DOOR, FLASHES DOME LIGHT 3X MAKES A U-TURN, HEADING E ON ASHWORTH FURTHER DOWN, NEAR BALLFIELD, EXECUTES ANOTHER U-TURN, PROCEEDS W ON ASHWORTH, R, TURN ON WOODLAWN PARK, R, TURN ON MARCOURT LA. TO POINT

AT POINT Ⓒ 2ND SUBJECT LEAVES SHRUBS & FOLLOWS JOHNNY INDICATED BY BLUE LINE UP & AROUND CORNER.

6:04AM Ⓓ CAR DOOR SLAMS, CAR LEAVES, RUNS STOP SIGN & TURNS LEFT OR NORTH

6:03→04AM TWO PAPERKIDS NOTICE JOHNNY SLUMPED OVER IN WAGON

AT POINT Ⓔ PJ SMITH SEES CAR ROUND CORNER

CRIME SCENE 82SEPT5

Ⓐ
ASHWORTH
PAPERDROP
Ⓑ
CORNER SIGN FOR CHURCH
S
E W
N
CHURCH
GOSCH RESIDENCE #1004
JOHNNY'S PROBABLE DIRECTION OF TRAVEL
(HEDGE)
SHRUBS BUSHES
Ⓒ
6:03AM
SPEED LIMIT 25 SIGN
BIRGE RESIDENCE
SKIP 3 HOUSES
RENTAL PROPERTY
4 HOUSES
42ND ST
HOUSE
(NOT TO SCALE
42ND ST
STOP SIGN
Ⓔ
6:05AM
STREETLIGHTS
MARCOURT LA
SMITH RESIDENCE

[illegible]

"Ransom" note delivered ~~to the~~ Gosch's on 10/13/82 after Johnny was kidnapped.

The FBI refused to take the lead + follow on it until Mrs. Gosch demanded they sign a paper infront of witness's stating they would take full responsibility for not acting!

They finally responded but "waited" until after the "specified" time given by the man who made the call to Mrs. Gosch.

FBI Action was Negligent!!!

(" FINAL POINT OF REASONING")
MR. & MRS. GOSCH

MR. GOSCH
YOUR FAILUE TO FOLLOW INSTRUCTIONS HAS ONLY DELAYED & "WILL" PERMINANTLY PREVENT THE REUNION OF THE KID WITH HIS FAMILY

SINCE EARLY SUNDAY MORNING YOU'VE CONVINCED US YOU DONT MIND GAMBLING WITH THE KIDS LIFE SO IT APPEARS THAT YOU NEED CONVINCING THAT WE'RE NOT BLUFFING. SINCE YOU SEEK TO HAVE MORE FAITH IN THE POLICE THAN THE INSTRUCTIONS WE GIVE, ALL YOU NEED DO IS FUCK THIS UP THIS TIME & WE WILL GLADLY SEND YOU POSTAGE FREE THE KID'S RIGHT HAND & EAR TO PROVE OUR POINT. ANY INTERFERENCE REGARDLESS OF WHO FAULT IT IS WE WILL PROCEED TO PROVE WE MEAN BUSINESS. THIS IS THE FINAL OPPORTUNITY YOU ASS HOLES WILL HAVE TO COMPLY WUTH THE DEMANDS

YOU WILL PUT $20,000. IN ANOTHER PAPER BAG, GO EAST ON UNIVERSITY TO 13TH ST.

TAKE 13TH NORTH ACROSS FOREST ½ BLOCK, ON THE RIGHT YOU WILL SEE A YELLOW FIRE PLUG NEXT TO A BUSS STOP

THROW BAG OF UNTAMPERED MONEY OUT NEXT TO FIRE PLUG & RETURN HOME FOR THE CALL FROM THE KID

YOUR MOVEMENTS ARE BEING MONITORED AND THERE WILL BE ABSOLUTLY NO EXCEPTION IF THE INSTRUCTIONS ARE DEVIATED WHAT SO EVER

BEFORE THE CALL THE MONEY WILL BE CHECKER FOR FLAWS OF ANY TYPE (PROVIDING THERE ARN'T ANY, OR ANY OTHER SMART INTRAPSMENTS) THE KID WILL PHONE YOU WHERE TO PICK HIM UP UNHARMED

SHOULD YOU NOT COMPLY IN ANY WAY, THE HAND & EAR WILL BE OUR FINAL MESSAGE TO YOU

THE CHOICE IS YOURS MR. GOSCH

PUT YOUR FAITH IN THESE INSTRUCTIONS & YOUR MONEY. BELEIVE IT OR NOT LAW ENFORCERS CAN ONLY CAUSE YOU GRIEF DIFFICULT TO ERASE FROM YOUR MEMORY(OR HAVENT THEY ALREADY PROVEN THAT ?)

WE ARE VERY FORMILUE WITH SCANNERS, HUMMING DEVICES, BUGGING & ETC. NOT TO MENTION THE USELESS TAP ON YOUR PHONE

GIVE THE MRS. THE KID'S LOVE; HE MISSES HER

"ITS YOUR CHOICE MR. GOSCH" HOPE YOU'RE NOT DUMB ENOUGH TO MAKE THE WRONG ONE THIS TIME

"THIS IS OUR FINAL ATTEMP TO REASNN"

Senator HAWKINS. Senator Dodd, I welcome you.

Senator DODD. Thank you, Madam Chair. I thank you for what you have done for these hearings over the years, and the Walshes, of course, have brought to the attention of millions of people what would otherwise have been the subject of occasional hearings in Congress. It takes that kind of public awareness before we begin to see some things happening. It is frustrating to watch State legislatures not move as quickly as they would like; it is frustrating to see the Congress not move as quickly as we would like.

But I think we are moving, at least in this front here, well, and I suspect you are going to see the kind of action at the State level.

This morning, we will hear from our attorney general in the State of Connecticut. There, in fact, the bill last year we did on the trust fund idea for the preventive programs either has passed the State legislature in Connecticut, or is about to, among other things. So I think an awful lot of good things are happening.

This morning, the ADVO Systems Corp. of Connecticut, which is the largest bulk mailer in the country outside of the U.S. Postal Service, starts tomorrow with all their bulk mail each week will have a different missing child on the envelopes. That is 40 to 50 million households a week that they will be reaching. That kind of activity plus what has been mentioned here by other group as well is, I think, the kind of activity that I think is going to make a very profound and positive contribution. We can legislate and legislate and legislate and get other people, average people aware, and you really begin to get that dynamic taking over. We can draw all the parameters as tightly as we want, and I think you still find the frustration of not having the kind of public awareness, the educational programs that, as both of you know, painfully, Adam did, and that the ADVO System will contribute to. And that is really when things begin to happen, at least, it seems to me it does.

Madam Chair, I have a statement I will just submit for the record, an opening statement, and thank you again for these hearings. I thank the Walshes for what they have done—eloquent testimony, Mr. Walsh, this morning.

Maybe we can get you to come to Connecticut if we are not successful this summer—as we should be. I think most of our bills will be up in June and July. But if for any reason, we run into any problems, you are going to get a hotline call.

Mr. WALSH. I look forward to it. I have met with your attorney general. I think he was one of the most proactive back a while, but I think he learned a lesson. He sent out a letter to all law enforcement in the State of Connecticut saying, "I wish you would use the NCIC." I know for a fact that some of those law enforcement agencies took the letter and made paper airplanes out of it. I am a great believer in the mandating of the legislation. But he is one of the better attorneys general in this country, and has done an awful lot of proactive things in your State. But I would look forward to it. That is what we are doing most of our time now, is testifying State to State, trying to get States to react to the problem.

Senator DODD. Well, we do not anticipate any difficulties, but I am going to watch it very closely, and if I suspect there are any, we will get ahold of you.

Mr. WALSH. Thank you. We appreciate it.

Senator **Hawkins**. Senator Metzenbaum.

Senator **Dodd**. Thank you, Madam Chair.

Senator **Metzenbaum**. Madam Chairman, I congratulate you on your leadership in this area, but you, Mr. Walsh and Mrs. Walsh, I think you are proof-positive that, coming out of your own personal tragedy, you have proven beyond a shadow of a doubt what one person can do, and what a impact you can have upon Government as well as the private sector, on an issue that did not have a high profile, probably should have, prior to your loss of your Adam, has now become a national issue, and one in which I found as recently as yesterday the kind of response that there is.

I have been in the Senate 11 years. Getting a bill through the Senate is not exactly the easiest thing, because there are lots of roadblocks. And yesterday at a hearing, as Mr. Howell knows, I mentioned the fact that I thought that we ought to have legislation which would provide that 75 percent of all congressional mail would contain a picture of a missing child—this is a little girl from Cleveland—as well as biographical information concerning that child, and that 50 percent of all Government mail ought to carry that kind of information.

Senator Hawkins was cosponsor with me of the legislation. And every Senator with whom I spoke agreed to become a cosponsor. I then took it up and indicated to the leadership of the Senate that I wanted to introduce it and pass it by today.

I am happy to tell you—you probably know already—that we passed it within 2 hours after it was introduced, which may set some kind of a record here in the U.S. Senate.

And as a consequence, if we can move it through the House—which I am trying to do, and I think I may be running into some roadblock there, but I am going to try to clear that away this morning—I would hope that we can enact this legislation prior to National Missing Children's Day, which is Saturday. And I cannot think of any more appropriate way for the President to indicate his support than by signing it into law on Saturday.

I think that we in the Government have an equal responsibility, if not a greater responsibility, than the private sector—and the private sector has been pitching in.

I do not know whether the State of Ohio has as yet acted on this subject. If they have not—have they?

Mr. **Walsh**. Yes. They have been one of the best.

Senator **Metzenbaum**. All right. Because I was prepared to call the Governor, but if they are on target, great. I am proud of that fact.

Mr. **Walsh**. We had the first Adam Walsh Center outside of Florida started in Ohio, and Governor Celeste and I signed a 45-page Children's Bill just before the session ended in Ohio.

So you can be proud of your State.

Senator **Metzenbaum**. I could not be more proud. Thank you. I am happy about that. And I want you to feel free to call upon me, but I would guess I speak for 99 other Senators as well. We are concerned, and we want to do what we can. Do not hesitate to ask.

Mr. **Walsh**. Well, I appreciate that, Senator. I remember back 3 years ago when "Adam" aired for the first time, and you were the first Senator to call the Adam Walsh Center outside of our involvement with Senator Hawkins and Senator Thurmond at that time, to say, "What can I do as a Senator?" I have never forgotten that, and I appreciate it.

Unfortunately, today, I am actually preaching to the choir. There are a lot of Senators here that are concerned with this issue and have been involved. As you know, we do have the Children's Justice Act now, that Senator Hawkins introduced and you are cosponsor of, which would allocate matching funds for progressive and pro-active States that have passed pro-active legislation for children. I think it is an excellent piece of legislation because it is that "carrot" out there to the States to say, "If you have a Missing Children's Clearinghouse, or if you have multidisciplinary teams, or you have training of police and social workers and district attorneys, we will match the funds. We will give your children in that State a better shake." And I think it is a good piece of legislation. I hope that you will be able to do what you have done with your colleagues with the pictures on the mail and go back to them and say, "We have got one more bill to deal with, and that is the Children's Justice Act."

So again, I am preaching to the choir. I personally appreciate your support and the people on this panel, because you have been long-time advocates. Some Congressmen are coming onboard now—better late than never—but this crew right here has been there from the beginning, basically.

Senator METZENBAUM. We are next going to hear from Jay Howell.

John, I am wondering whether or not you would like to take the time and sacrifice the opportunity to hear Jay Howell—and I would do the same—and if you would care to walk with me over to the House of Representatives and see if we can expedite passage of this bill.

Mr. WALSH. I would be glad to.

Senator METZENBAUM. We will do it.

Senator HAWKINS. As you know, this type of action speaks louder than words Senator. John and I tried this method in 1981 when we successfully worked to push the act through the House of Representatives. It is a hard group to push.

Thank you so much. The Walshes are a great family, with two wonderful children who are going to have a better future because of their parents' activity and involvement and deep commitment, and they speak for parents with safe children as well as parents at risk, who may not have as much strength as the Walshes have been blessed with.

Our next panel will consist of Jay Howell, executive director of the National Center on Missing and Exploited Children, accompanied by Donna Owens, who is the mayor of Toledo, Ohio, and who is Chairman of the National Missing Children's Advisory Board, and Joe Lieberman, attorney general of Connecticut.

Welcome.

Jay, we will call on you first, one of our band of pioneers. We commend you for your great work, and it has been great to work with you. We are very proud of our Florida connection, and your continued devotion to a subject that we think is "motherhood and apple pie", but as you and I have talked over the weeks, we have run into a lot of obstacles. I am glad you are with us, on the right side, and I commend you for a fantastic success record since you came to the Federal government.

STATEMENT OF JAY HOWELL, EXECUTIVE DIRECTOR, NATIONAL CENTER ON MISSING AND EXPLOITED CHILDREN; HON. DONNA OWENS, MAYOR, TOLEDO, OH, AND CHAIRMAN, MISSING CHILDREN'S ADVISORY BOARD; AND JOE LIEBERMAN, ATTORNEY GENERAL, STATE OF CONNECTICUT

Mr. **Howell**. Thank you, Senator.

As you know, I think the climate is substantially different than 4 years ago when we started to look at this aggressively at the Federal level, and I think the fruit of your leadership is being seen all over the United States now, in good ways, and I think it is nice to have that kind of partnership that we see now, and the kind of concern that has been coming forward has been a long time in coming.

There are two things that I wanted to mention today. I have submitted written testimony for the record, but there are two things I wanted to mention that maybe will help us clear the air and move this issue forward.

We have seen some problems on this issue along with the good intentions of so many, of the awareness items about the vulnerability of children. I think that one thing that has got to be discussed is the private sector, because I think that is the greatest hope for the future, and I think that we have seen a variety of impacts in that area. Some of them are very unique. They range from organizations like the National Education Association, that has stepped forward to assist us with financial resources; the folks who distributed Henry Winkler's "Safe Kids, Strong Kids" tape, who helped provide the resources to print free our State legislation book.

We even have a restaurant, an individual restaurant, in Detroit that recently stepped forward, and I think we have got now major corporations like the folks at the Bekins Van Lines Co. and Dole, and others, who are stepping forward to help us in a meaningful way.

Today, we have got the great folks at Texize here to testify, who stepped forward in the most meaningful way you can step forward, and 2 weeks ago, gave us a check for $100,000, as Senator Thurmond mentioned. That is the kind of progress that will enable us to reduce child victimization in this country.

They are not alone. I think next Tuesday, I am going to go to a high school out in the Detroit area where the students of that high school, aware of a couple of disappearances in that area, have raised over $10,000 on their own to aid in these kinds of efforts. And that is the kind of team that I think is being put together now, and it is important to recognize them, and it is important to recognize the folks like Mr. Johnson and the great folks at Texize, and the folks at Mobil, who have done their own unique type of contribution, and we need to encourage more of those types of approaches.

I do think there is some agreement among the issues that we need to clear the air. One of the things that we need to clear the air on is factual information and misinformation. Unfortunately, this issue has been plagued from day one by information supplied by people who do not know what they are talking about. I think that hurts the issue in some ways. I have prepared a written summary of factual information, which I will submit for the record, that does indicate some of the things that we know about this issue.

One of the problems that we have is what are we going to do with this. We are concerned that the issue not be exploited or taken in a cavalier manner. It will hurt children's issues.

This is a good example of what we are talking about—and this may have been a well-intentioned effort; it may have been a very well-intentioned effort. It is a picture of a missing child on a bottle of wine. And I think that yesterday, the National Center turned down for the first time certain types of vehicles for the display of missing children pictures that are not appropriate. I think if the individual private sector corporations around the United States want to help children, then they are going to have to get beyond putting them on a wine bottle.

Senator HAWKINS. Did they have to have permission to do that?

Mr. HOWELL. No, if they go to us to do it, and we carefully regulate it and use a written format that tells us where the pictures are going and what is going to be used. But I think we have got to be careful about this, because every vehicle is not the appropriate vehicle for the display of a picture of a missing child. Who was the first person to tell us that? Julie Patz. I spoke to her about that this weekend. And Julie's feeling is shared by those of us at the National Center, and that is, if you want to help children, we can tell you how to do it, but it may not be that way. It may not be putting pictures of missing children on chicken parts, or bottles of wine. I think it is something we need to be careful about in order to protect the integrity of this great concern for children.

The other thing I wanted to mention is this. I think that children are, as evidenced by the kids at the high school in Detroit, are very concerned about this issue, children to children. We put out all of the information that John talked about in regard to State legislation to protect children, and we get interesting letters from kids around the United States about this, and they are very insightful.

One child, a 10-year-old fourth-grader in Georgia, must have seen one of these publications, because he wrote us a letter that said,

> Dear State Legislation, My class and I at Esther Jackson Elementary have been wanting to tell you to change the laws about child abuse, so I wrote a letter, telling you to put the abusers in jail for longer, like five to fifteen years, or maybe up to all their life. You might want to think that after three years, that is all they need, but they would do it all over again. Remember, you were once a kid, and when you first heard about child abuse, you did not want to be abused or kidnapped, so please change the law. Your friend, Kyle Kramb, Age 10, Grade 4, Roswell, Georgia.

So I sent Kyle a whole box of information about State legislation and protection information and told him to take it to school and see what happened. And about 3 weeks later, I got 30 letters from all the other children in the class and the teacher, and they were very interesting in what they had to say about the children.

Some of them said things like if this kind of crime—child victimization, abuse, kidnapping—was happening to adults, something would have been done about it a long time ago. These are 9- and 10-year-old children with these kinds of ideas.

The teacher had a letter in there that said, "You know, I am a little ashamed of one thing, and that is the fact that the first letter you received on this was not from a parent, but was from a child."

And at the bottom of the pile of letters was a letter from one young man that said, "Dear Jay, My name is Kyle Kramb. Remember me? I am the guy that wrote you the letter and asked you for all the information. You sent it to me, and I took it to school, and now I don't have any; please, send me some more."

I think it is indicative of where we are going on the issue, and I salute your leadership, Senator Dodd's leadership–he has been a long-time child advocate. And we look forward to a cooperative agreement with the private sector to finally accomplish so many of the things that we would like to, and to keep the integrity of this issue on firm footing.

Thank you, Madam Chairman.

[The prepared statement of Mr. Howell follows:]

PREPARED STATEMENT OF JAY HOWELL

The National Center for Missing and Exploited Children was established to initiate a nationwide effort to protect children and to provide assistance in handling cases of missing children, child molestation, child pornography and child prostitution. The Center is a non-profit corporation chartered for the purpose of operating a national resource and technical center to deal with the issues of missing and exploited children. Initial funding for the Center came from the Office of Juvenile Justice and Delinquency Prevention at the United States Department of Justice. The Center officially began its operation in mid June of 1984. The Congress of the United States mandated by legislation enacted into law in the fall of 1984 that such a national center exist.

The core of the Center staff is a select group of former criminal justice system and youth services professionals who have worked on the state and local level around the country and who have broad expertise in handling cases of child victimization. We were very fortunate in securing the services of former prosecutors, police investigators, social services professionals, counselors and therapists, and probation and parole officers to staff the National Center for Missing and Exploited Children. The professionals who helped launch the National Center have had direct experience in the criminal justice and social services systems of more than ten states.

The goals of the National Center are one, to reduce the incidence of crimes against children, and two, to assist the criminal justice system in dealing more effectively with these tragedies when they do occur.

The services of the National Center focus on two different areas. The first involves the Division on Operations and Technical Assistance, and the second involves the Division on Education, Prevention, and Public Awareness. The Operations and Technical Assistance Division provides training assistance to law enforcement and child protection agencies; assists individuals, agencies, and state and local governments involved in locating missing children and investigating and prosecuting cases of abducted or exploited children; and administers a national toll-free hotline to report information regarding the location of missing children.

The Education, Prevention, and Public Awareness Division of the National Center provides information and advice on effective state legislation to ensure the safety and protection of children, develops prevention and education programs for parents, schools, and communities; disseminates information regarding proven techniques for implementing educational programs; provides outreach programs to alert our society about the nature and extent of child victimization and exploitation; and coordinates among missing children groups, families, law enforcement, and the media to distribute photos and descriptions of missing children.

In the eleven months since the Center officially opened its doors, we have developed and distributed five publications - a Directory of Support Services and Resources for Missing and Exploited Children, a guide to Selected State Legislation, a Parental Kidnapping handbook of instruction, an education and prevention brochure containing safety and precaution tips for preventing child abduction and exploitation, and an informational brochure. We have distributed over 75,000 of these publications, free of charge, to concerned citizens and organizations throughout the United States.

The National Center has developed an education and information program to assist state legislatures in developing effective laws to protect children. The guide to Selected State Legislation has been distributed in all fifty states and has been credited with the initiation and enactment of many new laws to protect children. Individuals representing the National Center have personally appeared in over thirty states in regard to this educational effort for state laws to protect children.

The National Center's technical assistance team of former law enforcement and social services professionals has trained over 7,000 law enforcement and social services professionals in more than twenty states. The National Center for Missing and Exploited Children has been at the heart of recent efforts to develop a nationwide curriculum for the training of individuals involved in the investigation and prosecution of crimes against children. We have assisted families, law enforcement agencies and social services programs in all fifty states.

In May, the National Center will issue its first in a series of education and prevention materials for the home, the school, and the community.

The Center is developing a completely new approach to the education of children in self-protection measures. We hope to distribute this information to families, schools and communities nationwide.

In October 1984, the National Center opened up its national toll-free hotline number to be used primarily for the reporting of information regarding the location of missing children. From the inception of the hotline until March 31, 1985, we received over 21,892 calls--including 2,098 calls from individuals reporting information concerning the location of a missing child, 1,216 calls reporting cases of children who have voluntarily left home, 1,761 calls reporting cases of non-custodial abductions, 226 calls reporting cases of children kidnapped under unknown circumstances, and 190 calls reporting cases of child sexual exploitation. In addition, we have received 16,401 requests for information and general assistance.

On April 29, 1985, the NBC television network for the third time displayed pictures of missing children at the end of the broadcast of the television movie ADAM. Our toll-free lines, staffed by dedicated volunteers and the employees of the Center, received more than twice the number of telephone calls that had been recorded at the end of the second telecast of ADAM one year earlier. In the four days after the third telecast of the movie, 7,476 calls were received. Seven children were identified and recovered as a result of this particular display of pictures.

The National Center for Missing and Exploited Children is not a location center, an investigative agency or legal services provider. Instead, the Center is a clearinghouse providing resources through its training, technical assistance, and the 800-number for individuals and agencies around the United States to assist in the recovery of missing children. Since the inception of the Center, 870 children whose cases had come to the attention of the National Center have been recovered and safely returned home. This is not to say that the National Center has recovered these children. Rather, we have assisted others in the recovery of these missing children.

The National Center for Missing and Exploited Children has been very fortunate to receive critical assistance in terms of manpower and resources from individuals and organizations throughout the United States. Over 150 volunteers assisted the National Center in the administration of the toll-free lines after the television movie ADAM. In addition, the National Center has a regular group of over 100 volunteer associates who provide critical assistance to the programs of the Center. The private sector has been very supportive of the programs of the National Center and has stepped forward in many significant ways to assist us in our efforts to reduce child victimization. We cannot succeed without their help. The list of individuals, organizations and companies that have provided critical assistance is very long indeed. We are deeply in their debt.

In establishing a national center for children, we may have underestimated the critical needs that exist in this country for information, assistance, and advice on the issue of child victimization. The staff of the National Center is now at 32 persons. Each day we receive over 600 telephone calls for information or assistance. In addition, the toll-free telephone line now takes in over 400 calls per day. We receive over 400 pieces of mail each day, and we distribute over 1,200 pieces of written correspondence or information weekly. Each week we receive approximately 150 inquiries concerning the public display of pictures of missing children.

The National Center for Missing and Exploited Children has received great cooperation and assistance from the Office of Juvenile Justice and Delinquency Prevention of the United States Department of Justice. The Federal Bureau of Investigation has been extremely helpful and cooperative in establishing these critical programs to aid children. We have developed a very productive working relationship with state and local law enforcement agencies throughout the country. The Congress of the United States and its individual members have been particularly helpful in providing a wide variety of resources and assistance to the Center in its initial months of operation. In general, we have witnessed a far-reaching and dramatic increase in the willingness of this society to address the issue of protection and safety of its youngest members.

Our course has not been without its own obstacles, however. Unfortunately, we see regular evidence of misinformation and misunderstanding in regard to the issues of missing and exploited children and the numbers of victimized children. Often the sources of this inaccurate information are individuals, agencies, and organizations that do not have have a professional background in crimes against children and who have not thoroughly studied the issues.

As we move into a new era of concern and awareness, the National Center sees a critical need for well-considered direction and careful guidance in the child protection movement. We do not want to see the heightened awareness and sensitivity to these issues abused in a cavalier atmosphere or in programs which exploit the issue of missing or victimized children. We do not want families and children to be afraid. We simply want them to be careful.

We believe that the greatest hope for the future lies in three particular areas: first, effective education and prevention programs for the home, the school and the community. Second, effective training for criminal justice system and social services professionals who must deal with these cases every day. Third, the enactment of state laws to protect children.

The real challenge for the future is to ensure that the heightened awareness and attention to child victimization becomes a foundation for constructive programs to ensure the safety and protection of our youngest citizens.

Senator HAWKINS. Senator Bradley I am glad you have joined us. Obviously you are very busy this morning, as are all of the Senators.

I will ask you for your statement at this time—and welcome you. We appreciate your support. You have been a long-time advocate and helped us from the very beginning in raising money. The "Stars' Toss" has been a successful program. We really have come a long way, but we commend you for your continued interest, Senator, and enjoy working with you.

STATEMENT OF HON. BILL BRADLEY, A U.S. SENATOR, FROM THE STATE OF NEW JERSEY

Senator BRADLEY. Thank you very much, Senator Hawkins, Senator Dodd, members of the committee.

Let me thank you for this opportunity and also thank you for your leadership on this issue. I do not really think that we would have seen missing children's legislation without your active personal involvement. And as I have said to you a number of times, I am very pleased to have joined you in those efforts and think that we did something important.

So I am pleased to have the opportunity to testify before your subcommittee today and talk about the public response in New Jersey to help missing children.

As a cosponsor of the Missing Children's Act of 1982, and a cosponsor of the Missing Children's Assistance Act of 1984, and as a citizen deeply concerned about the welfare of today's children, and frankly, as a father, I feel very strongly that we need to do as much as we can to highlight the problem of missing children. And I know the Walshes were on earlier, and I am sure there is no more poignant nor touching testimony, nor really, testimony of personal strength than their own story.

There are many initiatives currently being carried out in New Jersey to help missing children and their families. The need for attention to this problem is clear. Last year, there were almost 10,000 New Jersey children reported missing—10,000. Most came home unharmed. But many of these were teenage runaways still missing; some were thought to have been abducted by parents without custody, and an alarming number were believed to be victims of involuntary abduction or sexual exploitation.

It is my hope that the efforts currently underway in New Jersey and the Nation will enable us to reduce these numbers. We are all working toward the same goal. We want to avoid the tragedy of even one missing child.

I am extremely pleased that we now have in place both the 1982 and the 1984 missing children's legislation, again, accomplished largely through your leadership. And I think that both of them were sponsored by a number of us in Congress as well who were sensitized to this issue.

This Federal legislation is an important step. The new National Center for Missing and Exploited Children has been very instrumental in providing information to community groups in New Jersey and elsewhere on effective programs as well as specific cases.

I have been a strong proponent of missing children legislation at the Federal level, as I have tried to make in the last minute abundantly clear, but the Federal legislation alone cannot eliminate this serious problem. I wish it were that simple. But it will take stronger State laws and a solid network in schools, homes, and neighborhood organizations to return these children to their parents and prevent more children from joining the ranks of the missing.

So, with that preamble, I would like to report on the positive steps that I see occurring in New Jersey.

The State of New Jersey has established a Commission on Missing Children which is currently conducting a series of hearings across the State in an effort to identify State and local legislative reforms to help missing children.

In an effort to promote Missing Children's Day, the Foundation to Find and Protect New Jersey's Missing Children is conducting three events through the State to publicize the plight of missing children. The New Jersey foundation, which has been deeply involved with this issue, has helped to locate seven children so far this year.

I am heartened by the teamwork of our law enforcement agencies in New Jersey. In New Jersey, we have some of the best laws on the books for reporting missing children. All missing children reports must be immediately entered into the FBI computer. This is the case in only five other States. And law enforcement officials must act immediately if there is a report of a missing child.

There is no waiting period in New Jersey, as there is in many other jurisdictions. Some of the advances in New Jersey are the result, I think, of one very dedicated man. That is Dick Ruffino, who you have met. He is a leader in this field, and has recently been appointed executive secretary of the New Jersey Commission on Missing Children. His active involvement has helped locate literally many, many missing children. And he has spent countless hours speaking to community groups and educating the public about this important issue. He has helped, in a sense, to bring the community together on this issue.

There are many other examples of teamwork in New Jersey across geographical and organizational boundaries. For example, the New Jersey Education Association and the New Jersey Congress of Parents and Teachers distributed a directory of missing children to all of the schools in the State.

One of the most important efforts now underway is being conducted by our State transportation system. New Jersey Transit is currently displaying photographs of missing children on buses and trains and at major stations and terminals throughout the State to aid in the campaign to locate missing children. New Jersey Transit is providing copies of photographs to shopping malls, food markets, and libraries for display to make even more people aware of the plight of missing children.

There are other examples. Many dairies in New Jersey, including Tuscan Dairies, are placing pictures of missing children on their milk cartons. The Ocean County Cab Association provides cabbies on the New Jersey shore with a directory of missing children. The Thurston Motor Lines Trucking Co., whose regional offices are in Clifton New Jersey, is now posting photographs of missing children on their fleet of trucks. In addition, the drivers are carrying data and other photos for distribution at delivery points on their routes.

In summary, Madam Chairperson, in New Jersey, this problem is starting to get the attention it needs. More needs to be done—sure. Many new law enforcement officers still need to be sensitized to the issue—right. But we are on the right track. And I look forward to the coming year as one in which more organizations and individuals will be involved in the search for and prevention of missing children. For example, neighborhood organizations such as the YMCA and boys and girls clubs could undoubtedly provide much needed assistance in this team effort.

It is easy to distance ourselves from the reality of missing children or to lose ourselves in statistics. But it is the sadness of a case like Adam Walsh, which was again told today—abducted at a local shopping center, murdered days later—it is that kind of story that drives home the tragic reality of the problem and the urgency of our team effort.

In years to come, working together, we will measure our success by joyful reunions that we have helped to bring about, and by the separations that we have prevented. I am confident that our network of families, schools, local and State organizations will succeed, and I support this subcommittee and the members for the assistance that we need to generate in our States.

I might say parenthetically that I think the States can and must do more. Each of us as Senators can make an impact beyond legislation. Let me give you just one example. Last year in my newsletters, I highlighted the do's and don'ts, sent it to school districts. I knew the message was getting through when my 8-year-old daughter brought home from her school a list of do's and don'ts. I was very interested in that, and I was particularly interested in the print, which was an exact Xerox of my newsletter, with one exception—Senator Bradley's name had been cut off the top.

You know you are providing your constituents valuable information that they need and want and that performs a public service when you start to get that information back in terms of nonpolitical, direct-line information to parents across our State, and I hope, the country.

So I want to salute you and the committee, and appreciate your adjusting your schedule, and apologize to the panel for wading through this bit of personal testimony and renewed commitment to what I think we all feel very, very personally, and about which, I think we have not only responsibility but an opportunity to do something.

Thank you, Madam Chairman.

Senator HAWKINS. Thank you, Senator.

Senator Grassley is here, and has some questions for you, Jay.

Senator GRASSLEY. Thank you very much, Madam Chairman, and the other members of the committee, for letting me ask questions first in regard to this panel, and thank you, Mr. Howell, for your participation, your role here and your leadership, particularly the difficult one of getting a program going. I understand those problems, but I would like to share with you some questions about the role of the Center.

That would be in regard to the role that you see for the Center in communicating to parents and from local law enforcement officials about any sightings, progress reports, et cetera, that they might have on a missing child.

Mr. HOWELL. The system that we use now, Senator Grassley is one that, when the information comes in over the 800 telephone line, the information is taken down in computer form and distributed to the law enforcement agency that is working the case, whether that be Federal, State, or local, anywhere in the United States, and it is distributed in three different ways.

In addition, if the parents or family or other organizations who are working the case ask us about the existence of lead information, we explain to them that lead information has been received, without characterizing it or qualifying it, and indicate to them that it has been forwarded to the appropriate law enforcement agency. That is the system that we now use.

Senator GRASSLEY. Well, then, I guess that would lead to a further question as to an explanation of why the Center might not share—or, I guess it is the case it does not share—all those various leads with parents.

Mr. HOWELL. There are two reasons. The first one is that people would get killed if we did that.

Senator GRASSLEY. What?

Mr. HOWELL. People would get killed if we did that. We have had a very difficult problem on this issue, and we share and have always advocated the parents position to have a right to know that information. However, we do not want a situation in this country in regard to the leads of missing children where individual action is taken by persons outside of law enforcement. We have had episodes where someone acted upon information that may or may not have been accurate, may or may not have been well-founded, and accused individuals, stopped individuals—I can think of a couple of cases in Oklahoma where young children—very unpleasant situations—where young children were accosted in the middle of public settings by people who believed that they might have been their child. It is a difficult situation. But one prohibition is there is a lot of danger involved. That is, we do not want people acting on a lead or information and going out and doing something about it before it has been checked out by the people whose job it is to do that.

There is one more problem, and that is this. In order to try to develop this process, we tapped into an important resource—the law enforcement exchange network. We have something called "inlets". We are trying to get additional access to certain parts of the National Crime Information Center. When we do that and tap into those, we have to make agreements. It is not simple and easy where they just say, "Yes, have all the information that you want." The agreement that we have to make to use that is to protect the integrity of the information the same way that law enforcement protects it.

So one problem—and I know this is the issue that you are articulating, and you are exactly right—is what about the situation where the parents have a great deal of difficulty in getting that local law enforcement agency to act upon that information. And it is a real issue, and while it may not be across-the-board, it is critical in certain cases, and I know that parents have had a lot of difficulty in many.

I think the solution to that, the way the system works now, is to have them go to that agency, know the existence of leads, that is, an information has been given, and to work directly with them on it. The policy varies, as you can imagine, department to department around the United States, in the policy agencies, as to whether they will share information.

Yesterday we had a hearing where the police officer from Pittsburgh testified that she does not regularly share information with parents on every lead—and she is a very sensitive person, has worked this for 25 years, and does a very good job. But the reason she articulated yesterday was because of the roller-coaster effects on raising their hopes.

So I do not think there is an answer. I know the concern that you have, and there is not an easy answer to it, because it does not work perfectly. But that is the system that we have set up to try to address all those needs.

Senator GRASSLEY. Well, as a natural follow-up of that—and do not let me say, because I did not question further on that point, that I agree, but I am going to have to study your point of view—but let me make a qualitative judgment before I go on to my next and last question.

It seems to me like in certain areas where a family might be hiring its own investigators, that if there is information available, there ought to be some way we could see that that information would be used responsibly by knowing something about the private investigators, so that parents would not be paying for information that is already available. That is my judgment. It seems to me there ought to be some way that could be worked out, so there could be a determination of responsible use of information as opposed to what you might consider irresponsible and dangerous use of information.

But let me go on, then. In regard to the point that you made, that the information is sent out to the local law enforcement agencies, and then it ought to be available at that point for the parents to request of the law enforcement people, you know, are certain leads being followed up on—how do we know, how can we be sure, that the leads are sent by the Center to the local law enforcement agency, so we know that that local law enforcement agency knows as much about it as you do?

Mr. HOWELL. We use three different vehicles to send them the information. One is the Resource Information Center that I referred to, something called "INLETS". It is the police teletype information network that is used. You see it on television, where they say, "Send out an all-points bulletin," or something like that. That is one way. It is a written format. You type it into the terminal that we have, and it goes out over the system. Is there a foolproof check on that? Yes, because all of our inquiries are monitored by the Department of Justice, so that information is checked and known to be there.

The other way that the information goes out is over the telephone, if it is an immediate need, and through the mail, to send the written information. But there is another guarantee that someone could check, and that is this. Every time a lead comes in to the National Center, we put that information in a computerized protocol and store it. So if someone were to come to us and to say, "We would like to see all of the information of lead sightings that have been received on this particular child," that information exists. And I think if that issue ever came up to be a serious issue in an individual case, a procedure could be worked out with the law enforcement and Department of Justice communities to be able to examine that information. It does not get discarded. It is permanently recorded.

Senator **Grassley**. Thank you, Mr. Howell.

Madam Chairman, I am done. Thank you very much.

Senator **Hawkins**. Thank you.

We would like to hear the testimony of Mayor Owens. Welcome, Donna.

Mayor Owens. Thank you, Senator Hawkins.

First and foremost, I too would like to thank you for your leadership in this area. The greatest resource that we have in our Nation is our children, and it is really great to finally see a lobbying force for our children in this Nation, at not only the Federal level, but now at the State and the local level as well. But we certainly have a long way to go.

As chairman of the advisory board for Missing Children, I cannot state enough what a fine board has been put together to serve the United States Congress and the President of the United States. This board is not going to be a rubber-stamp board; I guarantee you. I have never seen so many people working so hard on an issue that is burning in each and every one of them.

It is their intent that when the work is finished, that there will be a comprehensive plan that will have a significant impact on this problem in our country.

The board was officially sworn in on March 8. We toured the National Center after the swearing in ceremony, and the following day, we had our first meeting, an all day meeting, as well as public testimony. Last weekend, we went to Louisville, KY on Friday and Saturday. And primarily because one of our board members is the attorney general of Kentucky, David Armstrong, and they have been a leader in the Nation as far as as putting things together to really address this problem—we had two panel discussions, and the panelists were speaking to us on Kentucky's efforts, from the local level, the State level, as well as the public and private partnership, which is extremely important and crucial to the success of really dealing with this problem in our Nation.

We received a lot of information, and we also had the opportunity to ask them "What would you like to see us as a board really do and really accomplish?" And they keyed in on four areas. They want a program, a blueprint, if you will, so that States throughout this country will have a package to follow. Every State needs a child abuse sexual exploitation board. Every State needs a clearinghouse. That is happening, slowly, and as we all know, the bureaucratic process moves a lot slower than we would like it to. But it is extremely important that we continue to keep our eye on the goal or the target, and work as hard as we can to move that as quickly as possible. And finally, to categorize missing children and develop specific programs for the various categories.

We also had the opportunity to go out on the streets with the special units that they have in Louisville. There are five units, and basically, what they have is an officer riding with a social worker to see just how they are dealing with the problem in their community. I believe it was an eye-opener to each and every one of us, and we too will be taking that back to our next board meeting, and I am sure, to our own respective cities and States, as well.

The board has discussed priorities, and we feel very strongly that we should be using the funds that we have allocated for the purpose of education and training and the development of model programs that can be utilized throughout this Nation.

We have appropriated or recommended an appropriation of roughly $2 million of the $4 million that has been appropriated for the Missing Children's Board, and we will be working towards the development, the training, and also, the model programs, with the $2 million allocation that we have left.

Again, I cannot stress enough the involvement, the concern, and the stick-to-it-iveness that this board has in dealing with this problem. And I would like to name one particular board member, who is a businessman from Houston, TX, Mr. Byron Donzis. He recognized even before we had our first meeting how important it was to get the private sector involved, because as we all know, government does not have enough money to go around to deal with some of the significant problems that we have in our Nation. And he has been working diligently with the private sector for involvement so that we can have much more than we would be able to have with public moneys.

And I am looking forward, Senator Hawkins, to working with you on the public/private sector group, because I feel that we are going to be able to accomplish so much.

Thank you.

Senator HAWKINS. It is working very well, and I enjoyed the board meeting, also.

We would next like to hear from attorney general Lieberman of Connecticut.

Welcome.

Mr. LIEBERMAN. Thank you, Senator Hawkins, Senator Grassley, and my own Senator Dodd, in absentia. Thank you for giving me this opportunity to speak with you today about this urgent problem from my perspective as the attorney general of Connecticut.

As the parent of three children, I am naturally concerned about the protection of children. But I must say that as Attorney General, I first became actively involved in this problem when I had the honor of hosting John Walsh during his visit to Hartford last year, and his eloquence, borne of the pain of his own experience, really moved me to act.

I joined forces with a group called Friends of Child Find in Connecticut, and we began to think about how we could make a difference. One of the first things that came to mind was a problem, a shocking problem, that John Walsh mentioned to us and which has been talked about somewhat here today. It is the fact that too many police departments around the country do not respond immediately to a missing child report. They assume that a missing child is a runaway, and wait 24 hours or even more, before they actually begin to search for that child.

I decided to survey the police departments in Connecticut. And, as John suggested earlier, I was disappointed that one-third of them did not even answer the survey, which raised questions in my mind about what practices they were following.

Of those who did answer, 75 percent said they had no waiting period. But one of every four police departments admitted that they wait some period of time before responding to a report of a missing child. In one town, an immediate search is begun only if the child is under 10 years of age; and in another town, the speed of the response depends on the particular officer who happens to take the call reporting a child as missing.

Police departments must investigate all missing children reports immediately; to wait can mean a tragedy. For missing children, 24 hours can be too long and simply too late. It was for a 16-year-old girl in Norwich, CT. One night in 1984, she disappeared. Her father called the police. The first police reaction was, "Maybe she is late. Probably she is just a runaway." And so they waited. And, while they waited, she suffered and was killed by her kidnapper.

To address the need for a statewide response to the missing children crisis, we introduced a package of bills in the Connecticut Legislature. And I am pleased to say that we will soon have our first permanent, statewide, missing children's bureau operating within our State police department. We will also have a law that mandates an immediate response by police in Connecticut to missing children reports, and another that will require that information about missing children be fed into the National Crime Information Center. That missing children's bureau will also be involved in education programs, which I think are at the heart of this whole problem of missing children.

So much emphasis nationally has been placed on activities such as fingerprinting, which are helpful after the tragedy has occurred. But we need to act to prevent the tragedy. We need preventive education.

I worked with the Friends of Child Find in Connecticut to produce this brochure. It is a very simple statement called "Protect Your Children." It is written in plain language to help parents understand what precautions they should take and what advice they should give to their children. I am pleased to say that more than a half-million of these have been distributed now in Connecticut, thanks to businesses in our State, the schools, and the media.

While we do not want children to grow up frightened by the world around them, I think it is so clear from what has been said this morning that it is no longer enough for parents to simply say to their kids, "Don't accept candy from a stranger." Child abusers, child molesters, and child kidnapers have become too brazen and too diabolical for that.

There was a recent case in the Hartford area, a case that occurs, I am afraid, all too often, where a young girl was stopped by a man in a car as she was walking to school. He told her that her mother had been taken to the hospital, and he was sent to bring her to the hospital. In that case, that girl was wary enough and prepared enough to run home and call the police. But I asked myself, would my children, and I asked others, would their children, be prepared enough to respond to that emotionally charged appeal in that way. Until we can answer that question, "Yes", we have to provide preventive education.

Let me just briefly give you an example of some of the commonsense advice we give to parents and children in our brochure.

Never leave your child unattended in a car. It is a fact that it takes only 5 seconds to abduct a child from a car.

Teach your child not to let anyone touch any part of their body that is covered by a bathing suit. Let your child know that not every adult has authority over them. It is important for them to have a parent's permission to say "No" to an adult that they do not know.

And never put your child's name on the exterior of clothing, because it makes it too easy for a stranger to call that child by their first name and act familiar.

I am pleased that there is now a long-term national preventive education program being planned by the Center for Missing and Exploited Children, the Department of Education, and the National Education Association. We really need it, and we need it through our Nation's schools.

And I want to say to you, Senator, that the costs for preventive education are not large when we think about what is at stake. We spend billions of dollars every year to defend our country and our security against the potential threat. Yet here, we have a very real threat to the security of our children, and we really spend next to nothing. For a relatively small increase in the appropriations that are part of the act that you sponsored, Congress can really assist the states in establishing clearinghouses and in creating programs of preventive education, and in training law enforcement people about how to handle missing children cases.

I ask you to think again of the numbers—1.5 million people. Can you imagine what our Government would do if every resident of Oakland, CA, Dallas, TX, and Miami, FL, disappeared in 1 year? That is 1.5 million people. That is the scope of the missing children problem, and it is why we need to act.

Some people say that a lot of missing children are actually taken by their parents. Well, that is true. But that certainly does not mean that they are safe. In fact, there is a widespread and I think tragic misconception that parental abduction is less serious than stranger abduction. I know that many people do not even like to talk about this problem because it is awkward, and some take it to be a private matter. But it is not a private matter because kids are the victims. We cannot ignore the fact that two-thirds of the children who are abducted every year are taken by one of their own parents. And we cannot ignore the fact that many of those kids are molested and abused by their parents.

In fact, one analysis that I read recently showed that more than one-third of all parental abductors have charges pending against them for child abuse. Our society, and frankly, judges and prosecutors and police, do not consider parental abductions as the serious crimes that they are. We must become more aggressive in prosecuting parental abductors. And here, we do not need laws. You in the Congress and we in the States have by and large provided the laws. What we need is speedier and stronger enforcement by Federal and State and local law enforcement authorities.

So I would sum up what I have said in three basic points. We need your help, and the States need to exercise initiatives in creating statewide clearinghouses that will immediately respond to missing children reports.

Two, we need to spend more money on programs of preventive education.

And third, we have to change our awareness of parental abduction and treat it as the very serious crime that it actually is.

Thank you very much for giving me this opportunity.

Senator HAWKINS. Thank you very much. We appreciate your contribution and your sensitivity.

[The prepared statement of Mr. Lieberman follows:]

State of Connecticut

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TESTIMONY
OF
JOSEPH I. LIEBERMAN
ATTORNEY GENERAL OF CONNECTICUT
before the
SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS AND ALCOHOLISM

WASHINGTON, D.C.
May 23, 1985

Chairman Hawkins, Senator Dodd, Honorable Members. Thank you for this opportunity to speak with you today about the urgent problem of missing and exploited children.

As a parent, I am naturally concerned about the protection of children. But, as Attorney General, I first became involved in the problem of missing children because of John Walsh, who visited me during a trip to Hartford. His eloquence, born of the pain he endured when his son Adam was kidnapped and killed, moved me to act.

I joined forces with Diane McCausland and Thomas Fallo of Connecticut, Friends of Child Find, a non-profit group, and we began to think about how we could make a difference. One of the first things that came to mind was a shocking fact revealed to me by John Walsh: too many police departments across the country do not immediately investigate all missing children reports. Some wait up to 24 hours -- or more -- before launching a full search!

So I surveyed, in conjuction with the Connecticut Police Chief's Association, all the police departments in Connecticut, asking them to tell me how they responded to missing children reports. One third of the departments did not even respond to the survey. Of those who did, 75% said they had no waiting period.

But one of every four police departments admitted that they do have a waiting period. In one town, an immediate search is begun only for children under age 10! In another, the speed of the response is left to the officer who happens to receive the report.

Police departments should immediately investigate all reports involving missing children. Not to do so can be tragic.

For missing children, twenty four hours may be too late. It was for a 16 year old girl from Norwich, Connecticut, who disappeared one night in 1984. Her family told the police about her disappearance, but the police assumed she was just late, or perhaps a runaway. They waited. And while they waited, she suffered and died at the hands of her kidnapper.

To address the need for a statewide response to the missing children problem, we proposed a series of bills to our Connecticut General Assembly. We will soon have, for the first time, a permanent Missing Children's Bureau within our State Police to coordinate an immediate, statewide reaction to missing children reports.

This bureau will also establish educational programs for law enforcement officials, parents, teachers and children throughout Connecticut. And this gets me to what I consider the main focus of our efforts in Connecticut -- preventive education.

Up to now, much of the emphasis nationally has been on hotlines, fingerprinting and dissemination of missing children photographs on milk cartons, in schools and on shopping bags. Those are all important and useful tools. But to emphasize them alone would be a mistake.

We need preventive education. We need to inform people about the threat to our children. We need to teach them about steps they can take to protect their families from the tragedy of child abduction.

I worked with Connecticut Friends of Child Find to produce this brochure. Paid for by Phoenix Mutual Life Insurance, Aetna Life & Casualty, Northeast Utilities, Travelers and Cigna. It is a simple introduction to the kinds of precautions parents should take, and advise they should give to their children. More than half a million of these are now being distributed in Connecticut, by businesses, schools, and the media.

While we do not want children to grow up frightened by the world around them it is no longer enough to simply tell your child not to take candy from a stranger. Child molesters and kidnappers are becoming far too brazen and diabolical. There was a recent case in the Hartford area where a man drove up alongside a girl on her way to school and was told that her mother was taken to the hospital, and he was sent to pick her up. In this case the child was wary enough to go home and call the police. But are my children -- and your children -- prepared to resist this kind of emotional solicitation?

Here are some of the common sense tips we recommend in our brochure:

* Never leave your child unattended in a car. It is a proven fact that it takes less than five seconds to abduct a child.

* Teach your child not to let anyone touch them on any part of their body that their bathing suit covers.

* Let your child know that not every adult has authority over them; they should have your permission to say "NO" to an adult whom they do not know.

* And never put your child's name on exterior clothing -- it gives an abductor the chance to address the child like a friend.

The key to a successful prevention program is that it be long term. Every three years, a new generation of children reaches the age when they must be taught how to protect themselves against this awful threat.

I am pleased that a long term national, prevention effort is now being initiated. The National Education Association, the Department of Education and the National Center for Missing and Exploited Children are cooperating to develop model education courses.

The costs for preventive education are not immense. We spend billions on defense to counter potential threats to our national security. Yet we have a real threat to our children's security on which we spend next to nothing. For a relatively small increase in appropriations, you, in Congress, can encourage the states to establish missing children clearinghouses, to initiate programs of preventive education, and to train police, prosecutors and judges to better handle missing children cases.

Think again of the numbers: 1.5 million children missing every year. Can you imagine the reaction of our government if every person in Miami, Oakland, and Dallas disappeared without a trace? That's the size of the missing children problem, and yet only now are we beginning to wake up and take notice of it.

Some people say a lot of missing children have merely been taken by one of their parents. But that does not mean they are safe.

In fact, there is a most widespread, and tragic misconception that parental abduction is somehow less serious than abduction by strangers. I know that parental abduction is a subject many people do not want to talk about because it is considered to be a private matter. But we cannot ignore the fact that two-thirds of the children abducted every year are abducted by one of their parents. And we cannot ignore the fact that many of those children are molested or abused by that abducting parent. One estimate indicates that more than one-third of all parental abductors have charges pending against them for child abuse. Our society, and, frankly, too many of our judges, prosecutors and police do not consider parental abductions as the serious crimes they really are.

We must become more aggressive in prosecuting cases of parental abduction. We do not need new laws as much as we need better and speedier enforcement of existing laws by federal, state, and local authorities.

So, let me reemphasize these three points:

1) Every state should have a missing children's bureau;

2) We ought to be spending more to educate parents, children, and the authorities; and

3) We have to change attitudes about parental kidnappings, and enforce the laws that prohibit them.

Thank you very much.

OFFICE OF THE ATTORNEY GENERAL

CONNECTICUT LAW

... IN PLAIN LANGUAGE

by Attorney General Joseph I. Lieberman

PROTECT YOUR CHILDREN

A Message From The Attorney General

Dear Friend:

It is hard to imagine something more horrifying than to have a child missing. But, sadly, it happens some **1.5 million times** every year in this country. While some cases are easily resolved, in too many instances the child becomes enveloped in the hideous world of child pornography, or is beaten or murdered.

I had the honor of hosting **John Walsh** during his recent visit to Hartford. John's son, Adam, was the subject of a major television movie that chronicled his kidnapping and his parent's quest to locate him. John Walsh now serves as a special advisor to the newly-formed **National Center for Missing and Exploited Children**, and he travels the country to educate people about the missing children crisis. His compelling story prompted me to become involved and seek ways to address the tragedy here in Connecticut.

I have been in touch with state residents who have expertise in this field, in particular the volunteers who make up **Friends of Child Find**. The following safety precautions have been assembled by them to provide you with guidance on how to protect your children.

Reading and understanding these precautions now could prevent heartache and pain later on.

Sincerely,

Joseph I. Lieberman
Attorney General

1. Teach your children the facts about abduction and what it means **at an early age**.

2. Define what a **stranger** is. Let your children know that just because they see someone everyday (for instance, the mailman, paperboy, milkman, neighbor) does **not** mean that these people are not strangers.

3. **NEVER** leave you child unattended in a vehicle. It is a proven fact that it take less than 5 seconds to abduct a child from a car. Some people who wouldn't think about leaving their wallet exposed on the seat of their car do leave their children so exposed!

4. **ALWAYS** accompany your child to the bathroom in a public place.

5. Teach your children their full name, your name, address and telephone number, including area codes.

6. Get a map and allow your children to color in their home state so that they can understand its name and geographic location.

7. Teach your child how to use a telephone. Practice using a pay telephone.

8. CHILD FIND, Inc. is a national, non-profit organization dedicated to the well-being of children. It operates a 24-hour toll free number **1-800-431-5005**. Teach your child this number to call if they are lost or need help. Be sure they always carry enough change to make a phone call.

9. Make sure your child **never** accepts gifts or candy from strangers.

10. Give your child permission to say "NO" to an adult. Be sure they realize that not every adult has authority over a child, **especially** if that adult has asked your child to do something that you have taught them is wrong.

11. Be sure your child understands that no one has the right to touch them on any part of their body that a bathing suit covers. Teach them to tell you about it if someone does. Be prepared to listen and remember that children very rarely say something that isn't true.

12. It is VERY IMPORTANT that your children be able to talk to you. Encourage them to tell you about anyone who approaches them and offers them gifts, treats, or wants to take their pictures.

13. **NEVER** allow your child to approach a car to offer directions. Abductors will prey upon a child's sense of sympathy (for example, "I have lost my puppy. Can you help me find him?")

14. Teach your child to tell you if someone has asked them to keep a secret from you.

15. Keep your child in sight at all times. Shopping malls are crowded and offer abductors an easy place to pick up children. Older children may not want to stay with you, but do not allow them to wander around alone.

16. Know your child's route to school. Encourage children to "buddy up." A child who is part of a group is less vulnerable than a child who goes alone.

OFFICE OF THE ATTORNEY GENERAL

CONNECTICUT LAW

... IN PLAIN LANGUAGE

17. **DEMAND** that your child have a CALL BACK system if your child does **not** arrive at school. The school may want to use volunteers to help implement such a system. Be sure that the school has a number where you can be reached at home or at work so that you can receive immediate notification if your child does not come to school.

18. Be involved in your child's activities. Know the locations of places he/she goes. Know all of the adults that your child will be associated with.

19. Know the names of your children's friends. Know where they live and how to reach them. Too many parents do not know who their children's friends are— particularly with teenagers.

20. Be extremely cautious in selecting babysitters and day care centers. ALWAYS check references. Know the people who are responsible for your child.

21. Instruct schools, babysitters and friends who are caring for your child not to allow your child to go with anyone but you unless otherwise arranged.

22. Children who are home alone should NEVER open the door to strangers. Be sure the doors and windows in your home are secure. Children should NEVER volunteer information to anyone on the telephone that they are home alone. Teach them to say "My mother is in the shower and can not come to the telephone right now. May I take a message?"

23. Post emergency telephone numbers at the phone, not somewhere where your child will have to search for them. Include POLICE, FIRE DEPARTMENT, AMBULANCE AND FRIENDS AND NEIGHBORS CLOSE BY. Write in your address near these numbers so your child can easily let authorities know the location.

24. Insist that your child contact someone if they feel something is suspicious. Older children should learn to recognize suspicious behavior and should be taught to recognize characteristics so that a description can be given to you or the police. This holds true for describing cars and license plates. Teach them to write down the plate number in the dirt with a stick if necessary.

25. Avoid dressing your children in clothing that has their names printed on them. Make sure that your children know that just because someone knows their name, this does not mean the person knows them. Children are less fearful of someone who calls them by name.

26. Obtain a passport for your child to reduce the chance that your child will be taken out of the country.

27. Teach your child that adults rarely ask children for help. If someone asks them for directions or help in finding something, your child should be taught to ignore them and go home or to another safe place.

28. Teach your child that if he/she is being followed, and can not run safely home or to a public place, they should yell for help. They should NEVER just run and hide, because they may put themselves in an isolated location and vulnerable to attack.

29. If someone grabs hold of your child, teach him/her to yell, bite, kick and to draw attention to the situation. They should yell, for example, "HELP ME, this is **not** my daddy/mommy!"

30. If you find yourself in a position where a child appeals to you for help, be prepared to offer it.

31. Be someone your child can talk to. Be sensitive to changing moods and behavior. And, NEVER belittle your child's fears.

32. Take a look at your children daily. Know what they were wearing when they left the house.

33. Be **matter of fact** in discussing safety with your children. Teaching them how to be safe should be no more frightening (and no less important) than teaching them not to play in traffic or touch a hot stove.

CHILD FINDER KIT

A **Child Finder Kit** can be invaluable should your child be missing. CHILD FIND and other organizations have such pre-packaged kits available, but if you do not purchase one, keep your own kit that includes:

a. recent clear, color photographs of your child (take a new one at least once per year)
b. fingerprints and footprints
c. photograph of all scars, birthmarks, deformities
e. dental and medical records
f. lock of hair
g. physical description, including **height, weight, color of eyes and hair**
h. sample of handwriting
i. a recording of the child's voice
j. complete family history — paternal and maternal

If Your Child Is Missing ....

1. **CALL THE POLICE**. Ask them to fill out a missing persons report **immediately**.

2. If they tell you there is a waiting period, tell them you wish to waive that period. Tell them you want them to file your child's description with the F.B.I. right now.

3. Call all of your friends, relatives and neighbors. Organize a search party.

4. Put up posters immediately and contact the media.

5. Check to see if any other children are missing.

6. Runaways may hide out with friends for a day or two, so if your search begins immediately, you may be able to locate your child before 24 hours has passed.

7. Contact airports, train stations and bus depots in your area.

8. Contact the PORT AUTHORITY POLICE YOUTH SERVICE UNIT at the bus terminal in Manhattan. This is a mecca for runaways. The number there is **212-502-2205**.

9. Call CHILD FIND at **1-800-431-5005**.

FOR MORE INFORMATION on Friends of Child Find, contact Diane McCausland at 673-1500.

State of Connecticut

JOSEPH I. LIEBERMAN
ATTORNEY GENERAL

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SUMMARY OF LOCAL POLICE RESPONSES TO THE ATTORNEY GENERAL'S QUESTIONNAIRE ON MISSING CHILDREN

97 questionnaires were sent out to the various local police departments. We received 64 responses for a response rate of 65%.

Out of the 64 responses, 48 departments or 75% stated that there is no waiting period.

Those departments which responded that they had a waiting period gave the following policies:

The department has a waiting period for those children over the age of 16. No waiting period if the child is under 16	8
There is an immediate search for all children, however, the information is not entered into the NCIC and COLLECT systems until 24 hours later or if foul play is suspected	3
Immediate response for all children under 10	1
The type of response depends on the discretion of the receiving officer	1
Immediate response unless information shows that the missing children situation is temporary or habitual	1
Immediate response only if the complaint meets the NCIC criteria for missing children	1

The general procedure for police departments is to gather as much information as possible, contact friends and neighbors and review phone bills for any long distance calls. The local police are notified to search in certain areas. The information is put on the NCIC and COLLECT systems. The extent to which further action is taken depends on the circumstances of the case, ie. the age of the child, whether he/she is handicapped.

The overwhelming majority of the responses, 88%, indicated that there would not be any impact on the department with a mandated immediate response policy. Only 8 departments expected difficulties.

A substantial majority of the responses, 91%, indicated support for a state missing persons unit. Ten departments thought that such a unit would be extremely beneficial. Only six responses felt that there was little or no need for it.

There were some interesting suggestions in the questionnaire. Excerpts include:

An extensive awareness program should be initiated to prevent child abductions.
Wilton P.D.

A newsletter or periodical from the clearinghouse, circulating names, descriptions and photographs of missing children within the New England area would be helpful.
Newtown P.D.

In addition to child abduction preventive education, fingerprinting and photographs should be taken of the child. Also, one should educate people to spot a runaway, what to do when a child runs away and counseling.
Ridgefield P.D.

The local police departments handle missing children complaints very well. Their input in the state unit would be very valuable.
Plainfield Dept. of
Police Services.

A standard form for missing children complaints should be adopted and the information should be compiled on a computer which would be assessible to all.
Meriden P.D.

There should be a 50 state compact which would guarantee that when an address of a missing child is given to that state's police, they will act upon the request to investigate and hold the child.
Branford P.D.

Mandate an immediate response.
Stafford Springs P.D.
Groton P.D.

We strongly support the formation of the specialized state police.
U.S. Dept. of Justice,
Immigration and
Naturalization Service.

Policy as to what constitutes "missing persons" would be helpful to many agencies, whose guidelines differ and whose investigative priorities differ.
Bethel P.D.

There is a need for a national missing persons report and booklets to be sent nationwide.
West Hartford P.D.

The use of the media can be very helpful.
Greenwich P.D.

A hot line can be used in cases of suspicious or unusual disappearances. Information could be received and coordinated.
Milford P.D.

Post pictures of missing children on DOT buses.
Norwich P.D.

File No. 936

Substitute House Bill No. 5131

State of Connecticut

House of Representatives

House of Representatives, May 20, 1985. The Committee on Appropriations reported through Representative Neumann of the 62nd District, Chairman of the Committee on the part of the House, that the substitute bill ought to pass.

AN ACT CONCERNING ESTABLISHMENT OF A MISSING CHILDREN INFORMATION CLEARINGHOUSE.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

Section 1. (NEW) (a) There is established a missing children information clearinghouse within the department of public safety. The clearinghouse shall be supervised by the commissioner of the department of public safety, who shall establish services deemed appropriate by the department to aid in the location of missing children.

(b) As used in this section:

(1) "Missing child" means any person who is under the age of eighteen years, whose temporary or permanent residence is in Connecticut or is believed to be in Connecticut, whose location has not been determined, and who has been reported as missing to a law enforcement agency.

(2) "Missing child report" is a report prepared on a form designed by the department of public safety for the use by private citizens and law enforcement agencies to report missing children information to the missing children information clearinghouse.

(c) The clearinghouse is established as a central repository of information regarding missing children. Such information shall be collected and disseminated to assist in the location of missing children. The clearinghouse shall:

(1) Establish a system of intrastate communication of information relating to children determined to be missing by the parent, guardian or legal custodian of the child, or by a law enforcement agency;

(2) Provide a centralized file for the exchange of information on missing children within the state;

(3) Interface with the National Crime Information Center for the exchange of information on children suspected of interstate travel;

(4) Collect, process, maintain and disseminate information on missing children and shall strive to maintain or disseminate only accurate and complete information;

(5) Conduct investigations concerning missing children in this state and cooperate with local law enforcement agencies and other state and federal agencies in investigations concerning missing children.

(d) All state, county and municipal law enforcement agencies shall submit to the clearinghouse all missing child reports received by any such agency.

(e)(1) Any parent, guardian or legal custodian may submit a missing child report to the clearinghouse on any child whose whereabouts is unknown, regardless of the circumstances, subsequent to the reporting of such to the appropriate law enforcement agency within the county in which the child became missing, which shall be included in the clearinghouse data base.

(2) The parent, guardian or legal custodian responsible for notifying the clearinghouse or a law enforcement agency of a missing child shall immediately notify such agency or the clearinghouse of any child whose location has been determined.

Sec. 2. This act shall take effect July 1, 1985.

Committee Vote: Yea 41 Nay 0

File No. 936

FISCAL IMPACT STATEMENT - BILL NUMBER SHB 5131

STATE IMPACT Cost, see below.

MUNICIPAL IMPACT Minimal cost, see explanation below - State Mandate

STATE AGENCY(S) Department of Public Safety

	Current FY	1985-86	1986-87	Full Operation FY
State Cost (savings)		$100,000		
St Revenue (loss)				
Net St Cost (savings)		$100,000		
Municipal Impact				

EXPLANATION OF ESTIMATES:

STATE IMPACT: The passage of this bill would result in additional costs to the Department of Public Safety. Funds in the amount of $100,000 have been included within SHB 7451 (the Appropriations Act, as passed by the General Assembly) for fiscal year 1984-85 for a Missing Persons/Battered Spouses Unit. This unit is somewhat different in function and operation from the Clearinghouse described in this bill.

LOCAL IMPACT: The passage of this bill would result in additional costs to various municipalities that could be absorbed. The bill would require all municipal law enforcement agencies to submit all missing child reports to the Missing Children Clearinghouse. Minimal costs would result from this reporting requirement.

Summary, A.G. 85-16, AA Strengthening the Missing Children and Child Abuse Laws.

There has been a substantial increase in the number of missing children complaints and child abuse cases. With the establishment of the Missing Persons Unit, it is expected that even more complaints will be filed with local and state police.

This legislation contains five initiatives designed to enhance police efforts in this area and to increase the penalties for people who harm our children.

Many missing children are abducted by the non-custodial parent. Connecticut makes it a crime of custodial interference for a relative to take a child when he has no legal right to do so. Section 1 of this legislation further defines custodial interference as the taking of a child for more than twelve hours beyond the court approved visitation period. This amendment will allow the police to take quick action if a child is not brought back to the legal custodian.

Section 1 of this legislation also adds a new section to Section 53a-98 of the general statutes, which allows the court to impose court costs, attorney's fees and investigation costs on a person convicted of custodial interference. The threat of a jail term plus substantial monetary liability should deter the non-custodial parent from abducting the child.

The police are often involved in missing children cases. They face great difficulty in taking action because it is often not clear which parent has legal custody. Section 2 further defines the role of the police officer in these cases. This section should encourage police assistance in this area. Subsection c of Section 2 of this bill states that a police officer is not civilly liable if he reasonably believes that the person holding the child is not the child's lawful custodian. Reasonable belief includes a review of a copy of a certified court decree.

Subsection a of section 2 allows a police officer to take custody of the child if he feels that the person holding the child will violate state law and remove the child from the state. A person may have legal custody of the child for a day but will take advantage of the time of lawful custodianship to take the child permanently out of Connecticut. This section will allow a police officer to detain the person and take the child into protective custody.

Subsection b of this section will require the police in Connecticut to return the child to the lawful custodian. There has been some difficulty especially in interstate cases where the abductor is extradited but there is no jurisdiction over the child. This section will make explicit that, in Connecticut, the child is returned to the lawful custodian.

Section 3 requires that the court include on all orders for custody, a note describing the crime of custodial interference and the penalties for such a crime. By informing the parents of the crime and penalties, the state may deter such parents from committing the crime.

Section 4 of this bill adds the costs of psychological injury inflicted upon a child because of a violation of a child abuse or sexual abuse law or as a result of kidnapping as an injury that the victimized child may be compensated for by the state criminal injuries compensation board. This initiative is based upon a similar Kentucky law.

Section 5 prohibits probation as a sentencing alternative when a person is found guilty of a crime of child abuse, child sexual abuse or kidnapping of a minor child. Denying probation will toughen the penalties of this law and increase the deterrent effect of the statute.

AG 85-16, An Act Strengthening the Missing Children and Child Abuse Laws

Section 1. Section 53a-98 of the general statutes is repealed and the following is substituted in lieu thereof:

(a) A person is guilty of custodial interference in the second degree when: (1) Being a relative of a child who is less than sixteen years old and intending to hold such child permanently or for a protracted period and knowing that he has no legal right to do so, he takes or entices such child from his lawful custodian; (2) knowing that he has no legal right to do so, he takes or entices such child from lawful custody any incompetent person or any person entrusted by authority of law to the custody of another person or institution [or] (3) knowing that he has no legal right to do so he holds, keeps or otherwise refuses to return a child who is less than sixteen years old to such child's lawful custodian after a request by such custodian for the return of such child; OR (4) TAKES OR ENTICES ANY SUCH CHILD MORE THAN 12 HOURS BEYOND THE COURT APPROVED VISITATION PERIOD FROM A PARENT OR OTHER PERSON HAVING LEGAL CUSTODY UNLESS A COURT HAS ENTERED AN ORDER AUTHORIZING THE TAKING.

b) Custodial interference in the second degree is a class A misdemeanor.

c) UPON A FINDING THAT THE DEFENDANT HAS VIOLATED THIS SECTION OR SECTION 53a-97, THE COURT MAY AWARD REASONABLE ATTORNEY'S FEES, COSTS OF FINDING THE CHILD, AND COURT COSTS TO THE CUSTODIAL PARENT.

Section 2. (NEW) (a) A police officer investigating a report of a violation of Part VII of the Connecticut Penal Code may take a child into protective custody if the police officer reasonably believes that any person unlawfully will flee the state with the child.

(b) A child who has been taken or enticed by a person who has been arrested for a violation of Part VII of the Connecticut Penal Code shall be returned to the person, guardian or public agency having lawful charge of the child, or to the court in which the proceeding is pending, or to the probation department of the juvenile court where the victim resides.

(c) A police officer shall not be liable for taking physical custody of a child whom he reasonably believes has been taken or enticed in violation of Part VII of the Connecticut Penal Code and for delivering the child to a person whom he reasonably believes is the child's lawful custodian or to any other suitable person.

(d) As used in subsection (c), a reasonable belief includes but is not limited to a determination by the police officer, based on his review of the terms of a certified copy of the most recent court decree granting custody of the child, that the parent exercising control over the child is not the person authorized to have custody under the terms of the decree.

(e) As used in this section, child means any person who is less than sixteen years old.

Section 3. Subsection a of section 46b-56 of the general statutes is repealed and the following is substituted in lieu thereof:

(a) In any controversy before the superior court as to the custody or care of minor children, and at any time after the return day of any complaint under section 46b-45, the court may at any time make or modify any proper order regarding the education and support of the children and of care, custody and visitation if it has jurisdiction under the provisions of chapter 815o. Subject to the provisions of section 46b-56a, the court may assign the custody of any child to the parents jointly, to either parent or to a third party, according to its best judgment upon the facts of the case and subject to such conditions and limitations as it deems equitable. The court may also make any order granting the right of visitation of any child to a third party including but not limited to grandparents. IN ANY ORDER MADE BY THE COURT CONCERNING CUSTODY OF ANY SUCH CHILD, THE COURT SHALL INCLUDE THE PROVISIONS OF SECTIONS 53a-97 AND 53a-98.

Section 4. Section 54-201 of the general statutes is repealed and the following is substituted in lieu thereof:

As used in this chapter:

(1) "Victim" means a person who is injured or killed as provided in section 54-209;

(2) "Personal injury" means actual bodily harm and mental anguish which is the direct result of bodily inujury and includes pregnancy and any condition thereof OR ANY PSYCHOLOGICAL INJURY SUFFERED BY A MINOR WHO IS THE VICTIM OF A VIOLATION OF PARTS V, VI AND VII OF THE CONNECTICUT PENAL CODE;

(3) "Dependents" means such relatives of a deceased victim as were wholly or partially dependent upon his income at the time of his death and shall include the child of such victim born after his death;

(4) "Relative of any person" means the spouse, parent, grandparent, stepparent, child, including natural born, step and adopted, grandchild, brother, sister, half brother, half sister or spouse's parents.

Section 5. Subsection a of section 53a-29 of the general statutes is repealed and the following is substituted in lieu thereof:

(a) The court may sentence a person to a period of probation upon conviction of any crime, other than a class A felony OR A FELONY VIOLATION OF PART V OF THE CONNECTICUT PENAL CODE WHERE A MINOR IS A VICTIM OF SUCH VIOLATION OR A VIOLATION OF PART VI OR PART VII OF THE CONNECTICUT PENAL CODE WHERE A MINOR IS THE VICTIM OF SUCH VIOLATION OR A VIOLATION OF SECTION 53a-196, if it is of the opinion that:

(1) Present or extended institutional confinement of the defendant is not necessary for the protection of the public;

(2) the defendant is in need of guidance, training or assistance which, in his case, can be effectively administered through probation supervision; and

(3) such disposition is not in consistent with the ends of justice.

Senator **Hawkins**. I would like to state for the record that of the 73 children who were murdered last year in the State of Florida, 23 of them were murdered by a parent. Those are grim statistics, but I can recall so well 4 years ago, when we were having testimony that the enforcement officials thought runaways were bad kids, period. Unfortunately, it has taken us 4 long years, and I do not know if we have made a lot of progress yet.

Parental abduction sounds like one loving parent fighting with another loving parent. That is not the case; that has never been the case. Even after the latest showing of the children's pictures after "Adam," we still had some resistance when children were located, saying that that is just a parental fight. It is a criminal abduction for the parent without custody to take the child from the parent with custody. That is clearly a crime. Somehow, we use the epharism "parental abduction". It is kidnapping; it is a crime; it is punishable and prosecutable, and we should pursue it with those deep intentions. The Federal Government is moving much faster than I have seen them move on anything else when it comes to awareness, sensitivity, matching money, et cetera. We have put a deep responsibility on the Center.

You stated, Mr. Attorney General, that we have to educate the police and educate court officers and educate schools, educate the children, and that we are waiting for the materials to come from the National Center. Then we will distribute from this committee, probably through the education system information to parents and their children. However, when it comes to sensitizing and educating the police, the Justice Department must take the lead role. We have a long way to go, because our police are overworked and underpaid. I take off my hat to anyone who wants to be a policeman, anybody who stays in the police force, at the risk of their lives and their families' lives, in order to help other families and their children.

Everyone I know is interested in children, and their safety. It is a motherhood issue. However, in the event that a tragedy occurs and a child is missing, the person on the front line is the policeman or the policewoman, and the parent is the person who is grieving. And that is what we are here for today, to see where we have been. We know where we should go, to get information from the experts to provide this abundant information that has to be disseminated in a short amount of time to the local level, school districts, school principals. Fortunately, we are in the right committee here and will work with the Justice Department.

Jay, tell me—and I will ask this of all three witnesses—are we scaring children?

Mr. **Howell**. I think we have got to be careful. In traveling around the country, I see a real concern in families and children, and in those letters, if there is any common thread in the over 100 letters that we have gotten from different children in the United States, it may be that, that they are concerned. But I think the answer to that is the proper kind of instruction. We do not want to mislead the world into believing that the real risk or the biggest risk is some unknown person that is going to take them from a street corner. That ignores what we know about crimes against children. The whole word, "stranger," is something that we are trying to get out of our vocabularly, and we make specific mention of it in the education and prevention materials that we are going to release tomorrow. This will be our first brochure on this issue.

I think the answer is, if you look at the statistics and the surveys, by the low estimates, 60 percent—I heard one this weekend of 70 percent; 90 percent by the high estimates—of crimes against children are committed by people who have some familiarity with the child. So we need to lower that anxiety level by giving out accurate, honest, but very calm information about what to look out for, not even as much as who to look out for, because that is hard for a child to understand.

The other message that we are trying to change in education and prevention is to draw a reasonable line, and that is not to tell the children all the possible horrible events that may happen to them if they do not obey the instructions and the kind of information that is distributed to them in an effective fashion, but to tell them simply that some people, unfortunately, will harm children; to give them the kind of clearcut instructions that say, as the Attorney General just said, no one should be touching them in certain areas. Adults should not be asking children for assistance. Kids ask kids for assistance. No one should be suggesting that you give them directions, look for their lost puppy, go certain places, go with their parent in an emergency. Those kinds of things are very common. But the kids do not have a handle on it, because they think it is somebody who looks unusual, in a disheveled raincoat, like they live under the bridge or something, and that that is what they are looking out for.

In reality, I think the greatest horror of crimes against children is who commits them. There is an old saying in this business—everybody hates a child molester until they meet one.

And I used to watch that transformation in the courtroom every day, because we would all say in the abstract, "Gee, this is a nasty business; we hate people who do nasty things to children sexually." But when they walk into a courtroom, not all of them, but most of them, are well-dressed, articulate, soft-spoken, and they have 19 churchgoing buddies who say—and I have heard this 100 times—"Your Honor, I know he pled guilty, but I do not believe he could have done it, so please be lenient with him." And that is the problem. Those people are good with children. That is why they are doing that. They love kids in a way that this society does not accept, and should not accept, and will never accept. But you have got to understand the nature of that soft approach to children.

We do know of cases where children are literally hustled into a van and kidnapped in a forcible fashion, but much more is the incidence of the soft approach. And I think if we are going to address child victimization, let us get rid of the fear and start getting down to reality and to calm, reasonable instructions that families can really grab ahold of. And this kind of stuff—if we had every attorney general distributing this kind of critical information in the United States, it would be great. I mean, it is where we ought to go. It is good information, and it is the answer, I think. There are answers to all of this. That is what is amazing, that there are answers.

Senator **Hawkins**. I am also hearing about ineffective and fraudulent campaigns by entrepreneurs to help missing children. How bad a problem is this becoming?

Mr. **Howell**. Unfortunately, on the heels of the good awareness came the exploiters, and I do not know what Mr. Lieberman's experience is in Connecticut, but we have seen several nationwide programs. Attorney General Steve Clark in Arkansas has filed two civil suits regarding fraudulent or misrepresentative programs. We have referred to the U.S. Postal authorities a case of exploitation of the use of our 800 number for their consideration and followup. The calls we are getting around the country indicate that perhaps the most vulnerable areas are direct mail and telephone solicitations—a great unknown. Hundreds of thousands of dollars are being raised by people who know nothing about crimes against children. And I do not know where the money is going, but it hurts. As you know—you know what the demand is out there among the good organizations, those grassroots people—what John and Reve mentioned about the Adam Walsh Child Resource Center and the other good groups who need help, and that takes money right out of their pockets.

Senator **Hawkins**. Mr. Attorney General, you are chairman of that task force, are you not?

Mr. **Lieberman**. Yes, Senator. I am the chairman of the Committee on Charitable Solicitation and Fraud for the National Association of Attorneys General. This area is ripe for charitable solicitation and fraud because we have a growing level of awareness and a real sympathetic public reaction. Unfortunately, there will be con artists and predators who will come in and try to take advantage of those emotions, and they will do it through telephone solicitation and direct mail.

We caution people in Connecticut that any time they are solicited by someone they do not know, over the phone or through the mail, ask for more information; don't give the money until you are convinced that this is a worthy organization, because as Jay has just said, every dollar that goes to a fraudulent solicitation is one less dollar that will go to legitimate organizations that are trying so hard to help people in this area.

Senator **Hawkins**. Would you support in addition to more manpower at the Center—the attorney generals of the 50 States establishing a clearinghouse? You are telling everybody to be aware, but how do remain informed.

Mr. **Lieberman**. I would say that the best thing to do is to call the attorney general of your State or the department of consumer protection in your State. Most States have laws that require those who are legitimately soliciting for a charitable purpose to obtain a license from the State. I presume—and I would leave it to Jay to say—that they might also call the National Center just to check on a charity. And we try to work together. If we hear that there is an economic predator out there, we are very sensitive to put out advisory bulletins within our own State.

If I may, Senator, there is another area that I would not call fraud, but in which new products are being offered to deal with the missing children problem. You can apparently buy a microchip to place in the back of your child's mouth, with information about the child; even an electronic alarm system that will set off in your house if a child goes beyond a certain point from that house. I am not here to say that those are useless. I am here to say that they are very expensive, and that they have pitfalls attached to all of them. They are not failsafe, by any means. It seems to me that rather than buy expensive equipment for your kids, what you really should do is equip your children with the education, with the reality that Jay has just talked about, to beware, to take precautions, to act in a way that will avoid ever being a victim of a child abductor.

Senator HAWKINS. Mayor, do you have a comment?

Mayor OWENS. Yes, Senator Hawkins.

You were talking about groups that were cropping up throughout the country that really should not be involved in the missing children problem and are really inclined to capitalize on an emotional issue in this Nation.

The Board has discussed this, and we do want the Center to become involved so that there is some type of a process where the Center can say, "Well, this is an organization that the Center has approved," and we would hope that the cause would be directed to the Center when an organization is formulated in a community to see is this one that the Center has approved or not.

Quite frankly, that is how I became involved with missing children in my own local community. I no sooner was elected mayor of the city and I had somebody practically living outside my door on a daily basis, or made three or four or more phone calls to my office, to the point that I became a little bit concerned. They were being a little bit too aggressive. They were starting an organization where they were going to do fingerprinting, and they were going to develop a coloring book, and do all these nice things. I called Jay at the National Center, and I asked him what he thought about it. He said, "Well, I have some concerns. I think they are doing some good things, but it is for profit as opposed to nonprofit."

I also contacted the local police department. And my initial intuition was really accurate, because as the group began to expand, what they did is they started going outside the city, outside the State, and they were soliciting money in some of the southern States, saying that the mayor of the city and the sheriff of the community had endorsed them, when in fact, we had not. And it was only with the local media of the southern States calling to ask, "Is this fact?" When they found out that it was not fact, the organization dissolved. And we as a board are very concerned that we do not capitalize for profit on an emotional issue in this Nation, and I think it is an issue that we really have to deal with as we go through this process.

Senator HAWKINS. I have had similar experiences. Regretfully, I cannot even write a letter anymore in response to someone sending me some of these programs. I used to just acknowledge I had received them, by sending a thank you for sending us note. I have been stated when reading in the forward of bulletins that serve as solicitations saying that their program is endorsed by Senator Hawkins.

It is quite sad that you have to refuse to verify the receipt of material, in efforts to ensure that it will not be used to extort money from people, in order to put in solicitors pockets. I think we should establish a program in the Center to determine how much of this money is going for children's programs and how much is going to pay the salaries of these people that have suddenly become so interested in children. In many charitable organizations too much overhead makes the organization not worthy or contribution. If they really have no product that is worthy of the expense, I think the center should not approve other organization. We should begin giving the National Center's seal of approval to worthy organizations and even then you will run a risk because somebody someplace will be disappointed in its service. It is treading on new territory, but I think it has to be addressed. We appreciate the professionalism and the high degree of commitment that we see expressed here, a continuing interest.

I view from afar the pricking of people's conscience, that yes, we should think about this, for a while, not for a long sustained period of time, just that it is happening and I want to be interested, but I do not want to get too deeply involved; I have other things to do. It takes deep commitment and a steady commitment on a day-to-day basis. And I know of no people who have been more totally dedicated than Jay Howell and the National Advisory Board and the attorneys general of the United States, and also the States that have passed the legislation, and thank you for your continued commitment, I look forward to working with you.

The next hearing we will have will be on the exploited part of the Center. Today we are talking about missing children, and we would like to talk about why we changed the title of the Center, and what we are looking for by broadening the responsibilities of that Center. And hopefully, we will make progress in that field at the same time.

We will dismiss this panel at this time and thank you for your contribution.

As our next panel, we welcome two representatives from a field of thousands of potential representatives; I am impressed with the number of private partners that have joined this fight.

These representatives are Mobil Oil's Joe Hinton, and Steve Johnson from Texize Corp., whom Senator Thurmond spoke about. The White House has been a great partner in the development of a broader responsibility on the part of the citizens, and especially the Private Sector Initiatives Office of the White House.

You can see from the displays we have before us that businesses and organizations are getting involved in the search for missing children and making our searches successful. The number is rapidly growing as companies institute bold new programs. Tomorrow, as a matter of fact, World Airways will announce Operation Homeward Bound. It is a program through which World Airways will provide free airfare to reunite families with their criminally abducted children.

This program addresses a problem we have had from the beginning. I can remember Jay Howell and I working for days, trying to get transportation money together for a parent to plane a criminally abducted child home, and we were refused by national airlines. We eventually got a bus ticket for this parent who obviously had to get there in a hurry. World Airways is becoming one of our new partners and we thank you.

The businesses that you represent, both Texize and Mobil Oil, have been pioneers again with us in helping find these children.

Do you have a statement, Joe or Steve?

Joe, we would be happy to hear from you.

STATEMENT OF JOE B. HINTON, VICE PRESIDENT, U.S. MARKETING, MOBIL OIL CORP.; AND STEVE JOHNSON, SENIOR PRODUCT MANAGER, TEXIZE CORP

Mr. HINTON. Thank you, Madam Chairman and members of the subcommittee. I welcome this opportunity today to talk to you about corporate involvement in the search for missing children.

According to the National Center for Missing and Exploited Children, upwards of a million and a half children disappear from their homes and neighborhoods each year. Most are thought to be runaways, throwaways, or victims of noncustodial parental kidnappings, and are often subject to exploitation or abuse.

For many others, there is no explanation of their disappearance, and some must be presumed to be victims of exploitation and abuse. Up to 50,000 children a year are still missing after 12 months.

Nothing is more agonizing than the sudden disappearance of a child, or a brother or a sister, and so the problem of missing children affects the quality of all our lives at the most basic level.

To solve a problem that is national in scope, and at the same time intensely personal, is a unique challenge. This is where business comes in.

Businesses like Mobil operate in every community in the Nation. In the course of our business, we are in regular touch with the public. We are well practiced in the art of getting our message across to individuals and to diverse groups. In short, we are ideally positioned to raise an individual's and indeed a community's consciousness on the issue of missing children, to advance the search for specific children, and to help alert the greater public to preventive measures.

Mobil, as you know, is posting pictures of missing children in our Washington area service stations, and with the Acacia Group, is sponsoring programming about these youngsters on WTTG-TV, Channel 5, here in the Washington, DC area. We have also used our corporate op-ed column to focus attention on this problem. We have been pleased to learn that as a result of our plea in our op-ed column, a number of companies have decided to get involved either through contributions or campaigns in their localities.

I would like to renew our call this morning, that still more businesses become involved.

I have heard some people ask why Mobil decided to focus its attention on the problem of missing children. I would like to answer this question in this very simple way. All companies, like Mobil, are made up of people—shareholders, employees, customers, and suppliers—and we have a stake in anything that can make life better or worse for all these people involved in our enterprise. I cannot think of a single subject that is more central to who we are as a people than how we take care of our children. After all, we are parents and grandparents, too. Ensuring our children's psychological as well as their physical safety is at the heart of our values as individuals, as members of private enterprise and as citizens in a free society.

Congress, the President, and many States have moved to put public resources behind this effort. The media has focused attention on it. And business and industry have begun their efforts to help. In business, we like to speak of opportunities rather than problems. The problem of missing children has been well defined, and it is imposing. We at Mobil are pleased to be one of the first businesses to be making a contribution to this very worthwhile effort.

Thank you for having me here today, Senator.

Senator **HAWKINS**. I would like to say, Mr. Hinton, that after you published your challenge to American businesses, my phone started ringing with people saying, "We are going to accept Mobil's challenge. What do you want us to do?" And I would put them in touch with you or with the National Center. It has been very gratifying for me to see the warm response.

How do stockholders respond to this?

Mr. **HINTON**. This has been one of the most positive programs we have implemented, I think, in our company since I have been with Mobil, some 28 years. The response has been overwhelming and very positive.

Senator **HAWKINS**. I have spoken with your employees; they are quite excited about it, and know that it has a good tone of family, that the Mobil family is now interested in the traditional American family. And I must say it is contagious, and I commend you for that.

Mr. **HINTON**. Thank you.

Senator **HAWKINS**. Mr. Johnson, would you tell us about Texize's financial involvement with missing children. It is a great example for American businesses, but we also like to hear about your feeling about your investment.

Mr. **JOHNSON**. We are proud to be a partner with the National Center for Missing and Exploited Children, and also with the Crime Prevention Council, two organizations that we have been working with for about 6 months, in developing an operation called Operation Kidsafe, which is a Texize effort to address a concern that obviously affects us all. There are many concerns that are easily dismissed because we see them as far away, or that they do not affect us individually. But as Joe has said, we are all parents, or we are all grandparents, we are all aunts or uncles. Kids are an important part of our lives; they touch all of us.

There has been an increasing consciousness in the country relative to child safety. And, as we became involved, as we saw the missing kids' pictures that had been sponsored by many organizations around the country, we began to get involved with the National Center and the Crime Prevention Council and discovered that there was a real need in terms of prevention.

The pictures are excellent. They are extremely worthwhile. They have raised our awareness of the problem. They have brought us to the realization of the fact that this is happening, that we cannot dismiss this.

But we discovered that there was also a real need in terms of prevention; communication between parent and child about this issue; preplanning—what to do in the event of a regular situation that happens day-to-day, a situation such as whether you are separated from your parent while shopping, or an out-of-the-ordinary situation, the many stories that we have heard over the past months.

We have developed a program, Operation Kidsafe, that is directed at the prevention side. We believe that that is where this problem is really going to be solved. And in working with the center, we discovered that the need was for a nonthreatening environment, a nonthreatening tool, that the parent and child can sit down together and talk about child safety; what to do in case these situations arise.

So our program is preventive in nature. The first part of Operation Kidsafe, the logo which here, features McGruff, which is the Crime Prevention Council "spokesdog," if you will, something that many kids around the country are aware of because of the Crime Prevention Council's programs in the school systems.

We have, as a part of our commitment to this program, as a kickoff to Operation Kidsafe, initiated the program with a donation of $100,000 to the National Center for Missing and Exploited Children, which was delivered to Jay Howell and Leon West. We are very proud of our association with the National Center.

When I first heard about the National Center, the first thing that came to my mind was that it was probably a collection of uncaring government bureaucrats who are not really concerned about this issue. But I have got to tell you that was totally dismissed. I remember the first afternoon that we were there—and this gives you an indication of the kind of people that are involved—we were taking a tour through the center and saw the hotline in operation. An extremely retarded 15-year-old child called in. The child was not missing. He simply wanted someone to talk to and had found the number. It would have been very easy for the people in the National Center to immediately say, "This person has nothing that is of information to us," and could have hung up. But what impressed us was that they took the time to talk to this person and to make this person feel important—to really care.

I think this is the kind of organization that has been created, and this is the kind of organization we are proud to initiate Operation Kidsafe with.

The $100,000 is just the beginning toward reaching our goal of a half million dollars toward child safety. The second part of Operation Kidsafe is directed to the consumer and to our trade partners that we want to involve in this program.

Consumers will have an opportunity August 25, 48 million households around the country will have an opportunity to get this book free from Texize. It is the Safety Phonebook for Kids that we have developed with the Crime Prevention Council and the National Center. It is designed to be a nonthreatening device, that the parent and the child can sit down together and discuss safety issues—how to get in touch with emergency people in their community; how to get in touch with their parents at work; important information that the parents need an easy reference at home, in terms of communication with their child; also, things dealing with special medications of the child, special needs of the handicapped child. These booklets will be available this summer, right at back-to-school. We think that is a perfect time to be talking about this issue.

The top half of the book remains in the home. It is designed to be a permanent reference so that these emergency safety tips, the message from McGruff, the emergency phone numbers, can always be there in case they are needed. The bottom half goes with the child, so that the child can get in touch with the operation. There is a slot for a quarter provided that the child can use to get in touch. This is a part.

In addition, we want to form a partnership with people who use our products. We are a consumer products company. So in a program this summer, on coupons that would be dropped anyway, we are saying to consumers that "We want to involve you in this program, so that for every coupon you redeem on our products, we will contribute 20 cents to the National Center." That will mean another $100,000, so that is $200,000. And the final $300,000 of our goal will come from our partnership with our trade customers, and saying that, "For every case that you buy, we will contribute 20 cents to either the Crime Prevention Council or to the National Center in your name."

This is forming a partnership, an awareness level, and we think it is very worthwhile.

Senator **Hawkins**. I am very impressed, and I hope other businesses join you. That is phenomenal.

Senator Dodd.

Senator **Dodd**. Just to welcome both of you here. I mentioned earlier what ADVO had done and what you people are doing. I think what we do is important, obviously, at the Federal level, and what we do at the State level. But I really believe in the final analysis that the greatest impact will come from the private sector and business. You just reach so many more people than we reach—it is nice to have these cameras right here, but this will be a news show, maybe 20 seconds tonight, maybe 1 minute, maybe 2 or 3. You never know what it will end up—and I am not saying that in a critical way. They have a lot to cover and a short time to report it in. But when that soft drink, that piece of mail, that person pulling into a gasoline station or whatever else it may be, you are just going to reach far more people than we do, and without you, really, we would have a limited audience. We would have those who have been either directly affected by this, those who are deeply interested in it for whatever reason. But the people that we want to reach are the people who have children and are not thinking about this, necessarily, people who have children, but do not realize what a staggering problem it is and how they can contribute and help. And that is what you help us reach, and without it, really, we would be a relatively small group of people, talking to each other.

So I commend you for what you are doing. As I said earlier, I think it really does heighten what I have seen all across the country in the last few years, and that is, there is a renewed sense of corporate responsibility in this country, which I think is extremely refreshing. It is manifested in a lot of different ways. It is Warren Anderson, going to BOPOL; it is Mobil being involved in this program; it is Texize, and ADVO—those are things which I think are doing a tremendous amount to make this country strong, and I thank you.

Thank you, Madam Chair.

Senator HAWKINS. Tomorrow, I am having a breakfast honoring some of the private partners that we have in this National Partnership for Children's Safety, and just briefly, reading from the list—we could have had maybe five pages—and I was gratified by the number of people calling and asking, "Can we come to the breakfast?" It was a sellout, we will do it annually, but tomorrow, we will honor: ABARTA; the Acacia group; the ACTION Agency; Advanced Transformer Co.; American Highway Carriers; American Business Network; the ASN Television; Bekins Van Lines; Burger King; Centers for Excellence; the College of American Pathologists; Commtron Corp., which helped print this "Selected State Legislation," which is one of our vital keys in getting this nationwide, one of the silent heroes; E.M. Cornell Trucking; C&S Wholesale Grocers; Dynamark Security Centers; Dynamic Solar Systems; Duro Paper Bags; Eckerd Drugs; F.R.S. Industries; the Federal Bureau of Investigation, who we welcome; Fundraiser Products; Good Morning America; Greyhound; Guardian Photo; Carol Holt; IBM; Jamesway; JEDCO Paper Corp.; Jim Walters Papers; K-Mart Corp.; Lawson's; Louisiana Power & Light Co.; Marfred Industries; MARTA; Metromedia; Mobil Oil; National Broadcasting Corp.; National Council of Juvenile and Family Court Judges, a key player; the National Education Association; the National Sheriffs' Association; New Jersey Transit; North Yonkers Preservation and Development Corp.; Nicki's Dining and Cocktail; Noble, Inc.; Pepsi Cola; Perry; Playhouse Video; Printing Industry of Metropolitan Washington; Randall Stores; Roundy's, Inc.; Springfield Sugar and Products Co.; Sun Carriers; Sun Coast Group; Supermarket Communications; Texize; Thurston Motors; Trailways; Trinity Paper and Plastic; TRUXAD; Turner Broadcasting Systems; the U.S. Army Office of the Provost Marshal; Winston Network; F.W. Woolworth Co.; World Airways, and Worlds of Wonder—and the list is growing.

[Additional material supplied for the record follows:]

STATEMENT OF
THE AMERICAN GAS ASSOCIATION
BEFORE THE
CHILDREN, FAMILY, DRUGS, AND ALCOHOLISM SUBCOMMITTEE OF THE LABOR AND HUMAN RESOURCES COMMITTEE
UNITED STATES SENATE
ON
EFFORTS TO LOCATE MISSING CHILDREN
May 23, 1985

The American Gas Association (A.G.A.) is a national trade association comprising nearly 300 natural gas distribution and transmission companies in all 50 states. A.G.A. member companies currently provide almost 85% of the nation's natural gas utility sales. A.G.A. appreciates the opportunity to comment on the gas industry's contribution to nationwide efforts to prevent child abductions by strangers and to locate missing children.

National Child Watch Campaign

In April of this year, A.G.A., in partnership with the National Center for Missing and Exploited Children and the National Child Safety Council, organized a nationwide program aimed at reducing the incidence of abducted children in this country. This program, the National Child Watch Campaign, is intended to aid education and prevention programs that help to prevent future abductions and to locate missing children and return them to their families. Since the National Child Watch Campaign was begun, the Edison Electric Institute (EEI) and other industry groups and individual companies have joined in these efforts.

By combining the resources of these various groups, educational materials and pictures of missing children will reach an estimated 50 million homes in all 50 states and the District of Columbia.

The National Child Watch Campaign is modeled on the "Neighborhood Watch" concept. As the name implies, the campaign alerts the public to watch out for missing children. It should help reduce abductions by educating the public about ways to protect children and by reminding potential abductors that "we are watching!"

Originally, the National Child Safety Council approached A.G.A. with the idea for the National Child Watch Campaign. Gas utilities, because they have regular access to millions of people, were seen by the National Child Safety Council as unique and ideal conduits for disseminating information nationwide. Through its access to the public, the gas industry will promote the two-prong goal of the National Child Watch Campaign: to help locate missing children abducted by strangers and to help reduce the number of abductions through increased public awareness, public education, and deterrence of potential abductors.

Industry Efforts in the Child Watch Campaign

Nationwide efforts to locate missing children require coordinated activities by the National Child Safety Council, the National Center for Missing and Exploited Children, A.G.A., and all of the companies and organizations participating in the program.

The National Child Safety Council is a non-profit, charitable organization. It is the oldest national child safety organization in the country and was the first to address the issue of missing and abducted children.

The National Center for Missing and Exploited Children is a national clearinghouse for information on the estimated 1.5 million children reported missing each year.

A.G.A.'s role in the National Child Watch Campaign is to coordinate national efforts and distribute to participating companies information and materials needed to implement local programs. The National Child Safety Council provides educational information and other assistance directly to participating companies. The National Center for Missing and Exploited Children, in cooperation with the Justice Department, provides two photographs of missing children every month to A.G.A. Accompanying these photographs is vital information that will aid the public in identifying these abducted children. The association provides participating companies with these photos and information, in addition to acting as a clearinghouse for local Child Watch programs developed by individual companies.

The participating companies play a vital role in making the National Child Watch Campaign an effective one. They are responsible for disseminating educational and abduction prevention materials to the public. They are also responsible for putting the photographs and biographical information in the hands of the public via mailing inserts, counter cards, posters displayed in public places, or other means developed by the individual companies. The photographs always appear with the National Center for Missing and Exploited Children's toll-free hotline telephone number. This facilitates reporting of any tips on abducted children. Such tips are forwarded immediately by the National Center to the appropriate law enforcement agencies.

Public response to local Child Watch programs and the National Child Watch Campaign has been overwhelmingly positive. For example, Gary D. Lemmons, columnist for the Calhoun News-Dispatch in Georgia, commented on Atlanta Gas Light's program in an April 3 column. He noted that he had been particularly critical of the gas company's bill insert newsletter in a previous column. However, upon seeing AGL's bill insert that displayed the photos of missing children, Mr. Lemmons, referring to his criticism of the inserts, exclaimed "I TAKE IT ALL BACK!" He went on to say that bill inserts such as the one showing the children's photos provide a worthwhile service that is valuable to the people of his State.

Also, Columbia Gas Distribution Companies have come up with an innovative plan, combining the Child Watch campaign with an extensive educational prevention program. Called "Guard Against Strangers" (GAS), the program focuses on informing Columbia customers and their children, as well as educators, about child safety. In additon to mailing inserts, Columbia has develped a GAS kit, distributed to schools, which encourages children to seek emergency help from Columbia service employees. The company has also developed a pamphlet for parents about child safety. The pamphlet is being offered in quantity to schools, law enforcement officials, libraries, churches and other organizations having regular contact with children.

The Need For a Nationwide Campaign

Local-level campaigns for missing children are helpful, but children who are abducted by strangers are frequently taken away from their home communities. In fact, John B. Rabun Jr., Deputy Director for the National Center for Missing and Exploited Children, has pointed out that children who are abducted by strangers are almost never located in their own communities. Because sightings of missing children will normally not occur in a child's home locale, Mr. Rabun has pointed out that it is imperative that careful attention be given to the ability to receive information nationally and channel all of that information to the law enforcement agency having jurisdiction.

The unique position of utility companies provides an ideal conduit for the exchange of information that is necessary for an effective national Child Watch program. The regular contact that utility companies have with many millions of customers provides an ideal forum for placing the National Child Watch Campaign squarely in the consciousness of the public. This forum allows the National Child Watch Campaign to provide educational and prevention materials nationwide so that the tragedy of missing and abducted children can be reduced in the long-term by prevention and deterrence.

Although many children are reported to the National Center for Missing and Exploited Children as "missing" every year, the National Child Watch Campaign targets its efforts on a category of children that stands to be helped most by a national campaign. Generally, missing children fall into the follwing groups: (1) those who are runaways; (2) those who are abducted by a custodial parent from their other parent; and (3) those who are abducted by strangers. The National Child Watch Campaign focuses on the last of these categories. Children who are abducted by strangers form a relatively small group (compared to the other two categories). This group of children will benefit from preventive protection and deterrence of potential abductors. Also, law enforcement efforts with respect to this group are made very difficult due to the fact that these children are often moved hundreds of miles from their home communities. Sightings of missing children that otherwise would not be reported are far more likely to be reported as a result of the nationwide scope of the National Child Watch Campaign. As a result of reported sightings, law enforcement activities can be directed at fruitful avenues of investigation.

Duration of A.G.A.'s Involvement

A.G.A. intends to coordinate the National Child Watch Campaign on a continuing basis. The phenomenon of missing children, despite the best efforts of every organization involved in the National Child Watch Campaign, is likely to continue for the foreseeable future. Given this prospect, A.G.A. believes it can provide a public service of immeasurable value by coordinating the Child Watch campaign indefinitely.

LEGISLATIVE INFORMATION

STATEMENT OF THE
NATIONAL EDUCATION ASSOCIATION
ON
MISSING CHILDREN
BEFORE THE
SENATE LABOR AND HUMAN RESOURCES COMMITTEE
SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS AND ALCOHOL

MAY 31, 1985

MARY HATWOOD FUTRELL, President • KEITH GEIGER, Vice President • ROXANNE E. BRADSHAW, Secretary-Treasurer
DON CAMERON, Executive Director
(202) 822-7300

Mr. Chairman:

The National Education Association appreciates this opportunity to share its views on the important issue of missing and exploited children. For more than one hundred years, the NEA has been an active voice in promoting equal educational opportunity; calling for professional excellence among educators; and providing leadership in the child advocacy arena. Since the early 1900's when NEA moved to the fore of efforts to have Congress enact child labor laws, the security and well-being of the nation's children have been important objectives of the organization.

Today, the more than 1.7 million NEA members are appalled by the increase in crimes against children. Our collective membership of elementary, secondary, and higher education employees supported the efforts of Congress to enact legislation to assist state and local governments -- those best qualified to lead grassroots efforts -- in putting a halt to crimes against our children. NEA believes Congress must build on its remedial legislative efforts of recent years by assisting the states in programs to prevent the abduction and exploitation of our children. The heart of this nation cannot beat secure as long as one child remains missing.

Missing and Exploited Children: A National Tragedy

Each year hundreds of thousands of children disappear from families, neighborhoods, and schools across this country. Of the 38,700 missing persons in Federal Bureau of Investigation (FBI) files as of April 1, about 28,244 were children. Law enforcement personnel are often immobilized by too few leads; lack of access to state-of-the-art technology to track missing persons; and state and local laws that prevent law officers from effectively responding to the crime. While there are few sources of hard data, available statistics indicate that the nation's children are indeed at risk.

- At least 1.5 million children are reported missing from their homes each year.
- About one million of these children are "voluntarily missing" -- a label used to describe both those who run away by choice or run away from intolerable conditions such as abuse or neglect. These children are often the victims of street crime, exploitation, or homicide.
- Twenty-five thousand to 500,000 children are the victims of non-custodial parental kidnapping.
- Between 4,000 and 20,000 children are victims of criminal abduction and foul play. Many small children are stolen by individuals either to raise as their own or to be sold for "gray market" adoption or exploitation. These children are often the victims of accidental deaths.
- Eighty-five percent of the children who have been criminally or sexually exploited were missing from their homes at the time of they were exploited.
- One in four female children and one in ten male children will be molested or raped by the time they reach adulthood.

As is apparent from the broad range in abduction figures, there is a need for improved data collection and compilation in the area of incidence and prevalence of child abduction, parental abduction, and criminal abduction. Additional data are also needed on the correlation between missing children and sexual exploitation, and research into the psychological consequences of abduction and sexual exploitation is badly needed.

Children who are abducted become ensnared in a web of fear, pain, uncertainty, and loneliness from which they may never escape. We must pledge ourselves to stem the tide of missing and abducted children immediately. For them we must pledge ourselves to protect the quality of all children's lives by renewing our commitment and involvement in securing safety, protection, and well-being. The U.S. Congress laid the foundation for this effort three years ago when it enacted the Missing Children's Act.

Missing Children's Act: A Solid Foundation on Which to Build

In 1982 Congress passed the Missing Children's Act (P.L. 97-292) which extended the FBI's authority to collect and record data about missing children. The law required the FBI to list missing children in the National Crime Information Center which is accessible to most police departments across the country. The law also established a National Center for Missing and Exploited Children to stimulate a nationwide effort to control the growing epidemic of missing and exploited children. The Center provides direct assistance (through its training, technical assistance, and an 800 toll-free number) in handling cases of sexual exploitation, child pornography, and child prostitution. The

Center opened its doors in June 1984. As of March 1985 it had received some 21,892 calls. The Center has assisted in solving 870 of these cases.

Enactment of the NEA supported Missing Children's Act brought national attention to the growing crisis of missing children across this country. An outgrowth of the impact of the new law was a realization that the magnitude of the problem required an even greater national commitment.

Missing Children's Assistance Act: Broader Focus

In response to the need to expand the focus of the Missing Children's Act, Congress passed the Missing Children's Assistance Act (P.L. 98-473). This action came during the final days of the 98th Congress. NEA supported enactment of the Missing Children's Assistance Act which authorizes the Administrator of the Office of Juvenile Justice and Delinquency Prevention to:

- establish a toll-free telephone number where people may report information on the location of missing children;
- establish a national resource center to provide technical assistance to state and local governments, public and private non-profit agencies, and persons involved with locating and recovering missing children;
- conduct national studies on missing children cases;
- fund research, demonstration, or service programs designed to educate parents, children, and community

agencies in ways to prevent the abduction of children; assist in the tracking and recovery of missing children; instruct parents in ways to facilitate identification of their children; and collect data from selected states and localities on the investigative practices used by law enforcement agencies.

Missing Children's Assistance Act: Regulatory Recommendations

The Administration recently released proposed regulations to implement the Missing Children's Assistance Act. NEA has reviewed the proposed regulations and believes they should be modified in the following areas:

- Amend the proposed regulations to implement the Missing Children's Assistance Act to include classroom teachers on Advisory Boards.

Public school teachers probably have more contact with missing and abducted children than any other adult group. Educators, therefore, are an important link in the identification and recovery process involving missing children. Their special knowledge and skills should be utilized by including their participation on Missing Children Advisory Boards throughout the country.

- Amend the proposed regulations to include the FBI Police Academy as a training site for law enforcement personnel.

Proposed regulations implementing the Missing Children's Assistance Act suggests utilization of the Federal Law Enforcement Training Center at Glynco to reach large numbers of law enforcement officers with training in missing children cases. NEA believes this training should be made available to law enforcement officers at the local level as well. To facilitate this effort, the Federal Bureau of Investigation Police Academy should be utilized. The FBI Police Academy invites law enforcement personnel with federal, state, and local level jurisdictions to participate in programs utilizing state-of-the-art technology and information. It is important that participants take their newly acquired knowledge back to their state and local agencies because it is primarily at that level of government where recovery of missing children occurs and abduction prevention should be taught.

Missing Children's Assistance Act: Legislative Recommendations

NEA believes enactment of the Missing Children's Assistance Act will have a positive and far-reaching impact in eradicating the current crisis of missing and abducted children. We also believe, however, that the law would be even more effective if it were amended in several areas:

- Include the public schools in coordinating abduction prevention programs and the dissemination of information on missing children.

The public schools should be utilized in disseminating information on missing and abducted children. Information on missing and abducted children should be submitted to the schools on a regular and systematic basis. Lists of missing children should be prepared and distributed to all instructional personnel so that they may compare the lists to their students to identify victims. Missing children, especially those abducted by a non-custodial parent, often turn up in out-of-state school districts. Teachers, therefore, are a good source to make initial identifications of missing children.

Efforts to develop and implement abduction prevention programs should also be coordinated with the schools. Because the schools represent a familiar setting, they are an ideal environment for children to be taught about abduction and exploitation. In this setting, children can be taught safety procedures to prevent their own abduction. The public schools could also be utilized as centers for parents to bring their children to be fingerprinted.

- Enact the Professional Development Resource Center Act (PDRC), (H.R. 1352) introduced by Rep. Ford (D-MI), which could provide child abuse and abduction training for educators.

Professional Development Resource Centers are designed to provide educators an opportunity to improve the quality of their classroom instruction and enhance their ability to meet the changing needs of their students. These changing needs unfortunately often include the trauma of abduction, sexual exploitation, or other abuses incurred by missing children. Classroom teachers must be trained in these areas to teach their students how to prevent abduction and effectively and sensitively handle students who have experienced abduction. NEA supports enactment of PDRC legislation (H.R. 1352) which would establish Professional Development Resource Centers in school districts across the country. This legislation is currently pending in the House Education and Labor Committee.

- Eliminate the 24-hour waiting period before initiating and investigating a missing child report.

In cases involving missing children, the minimum 24-hour waiting period before an investigation may be begun can be destructive to efforts to recover the child. The first 24 hours are often the most important in efforts to recover the child. The Missing Children's

Assistance Act should be amended to require immediate commencement of a search whenever a child is discovered missing or abducted.

Conclusion

Mr. Chairman, the NEA's commitment to halting the epidemic of missing and exploited children is well established. Our membership has adopted extensive policy calling for (1) NEA affiliate participation in national clearinghouse programs for information on missing children; (2) cooperative working relationships between NEA affiliates and state and local authorities to raise public consciousness about the missing-children crisis; and (3) the dissemination of pictures and information about missing children to school employees. We have pledged to utilize all our resources in these efforts. Since the beginning of the year NEA has --

- participated with the National Center and The Learning Channel to produce a half-hour cable television program on missing children;
- given the Center $25,000 ($10,000 for Center programs and $15,000 for joint NEA-Center efforts);
- included the missing children issue in conference agendas; and
- published missing children's photographs and biographical sketches in NEA publications (two recent posters prepared by our organization are attached by way of example).

While our own efforts on this issue keep us busy, we are aware of the commendable efforts of others who are equally committed to the location and return of missing children. On May 20 more than 80 U.S. Senators sent letters to the major television broadcasting networks urging them to air pictures of missing children as part of their regular programming, and to help publicize the National Center for Missing and Exploited Children hotline and information services. NEA supports the Senators' efforts and believes they have identified an important and powerful medium for informing the public of the missing children crisis.

Mr. Chairman, NEA believes the time is ripe to escalate our efforts to protect the most vulnerable members of society -- our children. We must couple our efforts to inform the public about child victimization with effective methods of empowering them with abduction prevention skills and the ability to identify and help the potential runaway.

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May 23, 1985

STATEMENT

ROBERT C. HAZARD

PRESIDENT AND CHIEF EXECUTIVE OFFICER

QUALITY INNS INTERNATIONAL

Good morning, Madame Chairman and members of the Subcommittee. I appreciate the opportunity to submit testimony to such an important and emotional hearing.

Today's topic is a problem that is of concern to everyone: Missing Children. Thousands of children each year disappear from their homes. I believe the only chance we have of stopping the tragedy of abducted, exploited, and even murdered children is for individual volunteers, private business, and government to work together to establish programs to help locate these young people.

Early last month, President Reagan called upon the private sector to come forward and to help find a solution for this very serious problem. As a father of five, I am particularly encouraged by the steps we at Quality Inns will be able to take to assist in this worthwhile effort.

This problem hit home for us at Quality several months ago when the brain-injured daughter of one of our employees was abducted. Michele was missing for 3 weeks before President Reagan's office called the problem to the attention of the press. Her photo was flashed on television screens in the area and within 5 hours Michele was positively identified by someone who had seen her with her abductor. They called the TV station and she was returned home safely to her mother, Connie Tippett.

Knowing that recovery is possible makes us even more eager to work with the National Center for Missing and Exploited Children. The staff at the National Center has been extremely helpful to us as we studied the issue and put our program together. In cooperation with the National Center, Quality International has instituted the following four-step program:

1. We provide a "safe harbor" for missing or runaway children by making available direct communications with the National Center's trained professionals here in Washington, D.C. By using the special phone in the lobby of any of the 700 Quality Inns, Comfort Inns, or Quality Royales in the U.S. or Canada, a caller will immediately be connected to the

National Center's hotline here in Washington through our international reservations center. We believe it may be easier for a child in a stressful situation to remember to go to a Quality Inn than to remember or try to find an 800 number.

2. We post the photographs and biographies of two missing children in the lobbies of every Comfort Inn, Quality Inn, or Quality Royale in the U.S., Canada, Mexico and the United Kingdom. The photographs are provided to us each month by the National Center and are posted with the written permission of each child's parent. Anyone who might recognize the child or have any pertinent information will also have access to our lobby phone to contact the National Center's professionals. Nearly 26 million travelers stay with the Quality System every year and will have the opportunity to identify one of these children.

3. Quality Inns International has one of our industry's most sophisticated worldwide reservations center. Our telecommunications experts have happily volunteered to share their knowledge and expertise with the National Center as they work to improve and expand their own telecommunications equipment and 800 service.

4. And finally, we will work to distribute educational materials through each of our inns. We will provide safety tips to our guests traveling with children and make the National Center's information available to the communities in which our inns are located. We are currently working with

children's groups, including the Girl Scouts and Boy Scouts of America, to educate children about our program.

We are very pleased to provide any support we can to the National Center for Missing and Exploited Children. If we can help even one child to reach home safely, the entire program will have been worthwhile.

Thank you.

With that, we conclude this hearing and look forward to the next one.

Thank you all for your participation in the solution to this problem of missing children.

[Whereupon, at 12:30 p.m., the subcommittee was adjourned.]

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